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Addis Ababa (Ethiopia), 9-16 October 1984

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REPORT OF THE SECOND TECHNICAL PREPARATORY COMMITTEE MEETING OF THE SECOND CONFERENCE OF MINISTERS

Addis Ababa, Ethiopia, 9 - 16 October 1984

I. Date and Place of Meeting

1. The Technical Preparatory Committee of Officials of the Second Conference of Ministers Responsible for Human Resources Planning, Development and Utilization met from 9-14 October 1984 in Africa Hall, Addis Ababa, Ethiopia.

II. Attendance

2. The meeting was attended by delegates from the following countries:

Algeria, Benin, Burundi, Burkina Faso, Central African Republic, Chad Cameroun, Congo, Djibouti, Egypt, Ethiopia, Gabon, Guinea-Conakry, Ghana, Ivory Coast, Kenya, Lesotho, Liberia, Libyan Arab Jamahiriya, Malawi, Mozambique, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, Sudan, United Republic of Tanzania, Togo, Uganda, Zaire, Zambia, Zimbabwe.

3. Observers representing international, intergovernmental, and regional organizations and institutions also attended the meeting, as follows: African Association for Public Administration and Management (AAPAM), African Training and Research Centre in Administration for Development (CAFRAD), Commonwealth Secretariat, Intergovernmental Committee for Migration (ICM), Organization of African Unity (OAU), African Institute for Higher Technical Training and Research (AIHTTR).

4. United Nations Specialized Agencies represented at the meeting were: the Food and Agricultural Organization (FAO), International Labour Organization (ILO) United Nations Conference on Trade and Development (UNCTAD), United Nations Development Programme (UNDP), United Nations Educational Scientific and Cultural Organization (UNESCO), United Nations Fund for Population Activities (UNFPA), United Nations Industrial Development Organization (UNIDO), World Food Programme (WFP).

III. Overall Purpose of the Meeting

5. The Technical Preparatory Committee of Officials had the mandate:

(i) To review the ECA secretariat's activities in human resources development and public administration and finance, as presented in the work programme of the Public Administration, Management and Manpower Division.

(ii) To consider progress reports from member States regarding implementation of the decisions and recommendations of the First Conference of Ministers Responsible for Human Resources Planning, Development and Utilization.

(iii) To consider progress reports from United Nations Specialized Agencies, international, intergovernmental, and regional institutions and organizations working in specialized fields of human resources development, regarding implementation of the decisions of the First Conference of Ministers and of measures for enhancing the quality of human resources in Africa.

IV. Opening of the Meeting

Chairman's Remarks

6. The meeting was opened by the Head of the delegation of the Republic of Liberia, in his capacity as Chairman of the First Technical Preparatory Committee of Officials. In his welcome address, the Chairman noted that the meeting was originally scheduled to take place in Cairo, United Arab Republic, in January 1984. However, due to circumstances beyond the control of the organizers both the date and venue were changed. He expressed his sincerest gratitude to participants present for having responded to the invitation to come to Addis Ababa, at relatively short notice.

Executive Secretary's Opening Speech

7. In the absence on mission of Professor Adedeji, Executive Secretary, ECA, his speech formally opening the meeting was read by Mr. Julius Aiyeghusi, Officer-in-Charge, ECA. In his remarks, the Executive Secretary noted that the meeting was being held at a time when Africa's social and economic situation was not only critical but deteriorating ever more rapidly, due primarily to an intensification of several interrelated factors. Five of these factors have direct implications for human resources planning, development and utilization. Firstly, Africa is continuously affected by widespread, severe and persistent drought: the attendant food shortages and famine posed a real danger for the quality of African human resources and the capacity to be more productive. Secondly, the continuing unfavourable international economic environment coupled with Africa's own inability to compete effectively with other regions for world financial resources. Thirdly, Africa experiences continued inadequacies in finance, infrastructure, high level skills, etc.; all these despite the region's vast potential in natural and human resources. Fourthly, the continuous mismanagement of the available human, financial and natural resources due to the inadequacy of efficient institutional and administrative capabilities to identify and exploit them for the development and improvement of the region. And, finally, the consequent increasing dependence of Africa on external manpower, technology, food, services and even ideas and ideology.

8. The Executive Secretary stressed that the solutions to these problems depended more on what African governments could do within their national borders and at regional or sub-regional levels than on some sort of Godfather outside the region. Though there were now signs that the recession which has afflicted the major industrialized nations was at last abating, it would be a serious fallacy for Africa to believe that therein lay the solution to its multifarious social and economic problems. There was neither certainty that the economic recovery was going to be durable nor was it reasonable to expect that Official Development Assistance from the industrialized to the developing nations would increase significantly. In any case, Africa could only benefit from an improved international economic situation if it increased its productivity, especially with respect to those commodities it sells.

9. These realities put the role of human resources in forging the economic development of the African region in sharp relief. Planning of all development projects should, as a matter of course, incorporate the human resources component necessary for the

execution of such projects. Evidence showed that loans and external assistance without human resources with requisite knowledge, skills and attitudes, to properly manage and utilize them, were mismanaged and this led to increased indebtedness and dependence. Furthermore, many African countries lacked the capacity to properly use the potential of the plentiful human resources available to them mainly because of the lack of comprehensive policies for proper planning, development and optimal utilization. Effective coordination and review of programmes in several sectors of the planning machinery were indispensable for the proper articulation and implementation of an integrated approach to the utilization of human resources at the disposal of African countries. There was also a need to mobilize youths, school leavers, and drop-outs, out-of-school youths, the unemployed, those who cannot read and write, the handicapped, those in penal institutions, and the underemployed, in order to put all human resources to productive use. In addition, all efforts must be deployed to attack critical shortages of middle and high-level manpower needed for managerial, administrative, entrepreneurial, industrial and technological transformation of the region. As the rural peasants were the major producers of food in Africa, the move from persistent famine and starvation to self-sufficiency in food would call for effective up-grading of the knowledge, skills and abilities of rural communities. And, more general, the attitudes and values of people must change to become more self-reliant, dedicated and more productive in their work.

10. On the contribution that the meeting could make to long-term solutions to Africa's socio-economic problems and to the implementation of the Lagos Plan of Action, the Executive Secretary noted that the first task was to review and appraise the efforts made so far in the implementation of the decisions of the First Conference in Monrovia, Liberia, in 1981. This included progress made in the development of national capabilities for effective manpower planning, development and utilization; the mobilization and effective management of resources; the integration of human resources development programmes in national socio-economic development plans; and the co-operation and collective self-reliance efforts required in increasing capacities of training institutions. As development problems were normally associated with the economic and social sectors attention must also be paid by the meeting to manpower problems in development sectors. As an example, in food and agriculture, there was insufficient concern about policies for promoting productivity and improvement of rural life and marked shortfalls in capabilities to translate policies into concrete action programmes. To this should be added the need for trained personnel in food processing and food storage, grain stock management and forecasting, and early warning systems. In industry, there was need to develop a modern industrial culture and the concomitant industrial technology. Other prerequisites were an adequate supply of technical, managerial and supervisory skills for the operation of industrial processes and entrepreneurship outside the trade and agricultural sectors. In science and technology for development, existing national machinery for indigenous technological development tended to be weak and the conception and contents of science and technology policies tended to be ill-defined.

11. Turning next to strategies and programmes for the development of high quality human resources, the Executive Secretary reiterated the need for the integration of manpower planning, development and utilization functions in order to permit more realistic manpower assessments, projections and programming. An integrated

approach would make for better co-ordination of manpower development efforts and better monitoring of manpower placements and utilization on a continuous basis. Training and development functions could best be undertaken within the framework of comprehensive national policies for the development of training institutions which must be provided with adequate resources, both human and financial. In this regard, the nature of education systems was important. To ensure that they were in line with national requirements, educational policies must be assessed and reviewed periodically and serve as a basis for educational reforms and reorientation of curricula, course content and course offerings.

12. In the field of labour and employment, the Executive Secretary pointed out that the critical issues confronting Africa were unemployment, underemployment and low productivity. These were at the core of the degradation of human life in Africa and must engage the attention of all if the fight to improve the quality of life was going to be successful. While unemployment and underemployment were very serious issues, it was also worth noting that a nation of physically weak and unhealthy people cannot be expected to be a nation of high productivity. Therefore, the meeting ought to consider the physical and mental health factors, and food and nutrition factors, which had serious impacts on the quality of human resources.

13. Finally, the Executive Secretary reminded the meeting that the ultimate goal of socio-economic development was the improvement of the quality of life of people to enable everyone to have better standards of living. Better food, better water, good nutrition, a healthy environment, etc., enriched the quality of labour, raised life expectancy and therefore enhanced the capability to perform and to attain higher levels of productivity. Human beings were producers of goods and services: they were not machines. They have their own feelings, worries, care, concerns and interests. They need, therefore, maintenance and renewal. If they are to perform at their best, not only was it necessary to provide them with the necessary working tools and equip them with the necessary knowledge, skills and conductive work environments, but also care should be taken to guarantee a rising quality of life. Economic and social development was after all, about people, and when all is said and done, people lay at the centre of the concerns of the meeting.

V. Election of Officers

14. Uganda was elected Chairman. Togo and Egypt were elected First and Second Vice-Chairmen respectively. To cater for representation of participants from the Central African region who were not present at the time of the election of the Chairman and his team, it was agreed that a Third Vice Chairman be elected, the meeting noted that this arrangement should not set a precedence. Accordingly, Chad was elected Third Vice Chairman. Malawi was elected Rapporteur.

VI. Adoption of Agenda and Organization of Work

15. The Provisional Programme of Work was adopted after an amendment relating to the order in which country reports and presentations by United Nations Specialized Agencies and regional and international institutions and organizations were to be made. It was decided that the latter would precede the country reports, to be followed by the presentations by ECA. Also agreed was that country reports that were to be presented in statements to be delivered in the Conference of Ministers would not be presented in the Technical Committee meeting.

16. The meeting adopted the following agenda.

Agenda

1. Opening of Meeting: Statement by ECA
2. Election of Officers: a Chairman, three Vice-Chairmen, Rapporteur
3. Adoption of the agenda and organization of work
4. Consideration of strategies and programmes for the realization of high quality human resources by the year 2000:

   (a) Physical and mental health factors for high quality human resources Presentation by WHO: (E/ECA/HRP/TC/84/2)

   (b) Food and nutritional factors in human resources development. Presentation by FAO: (E/ECA/HRP/TC/84/3)

   (c) Knowledge, skills and attitudinal factors for high quality human resources. Presentation by UNESCO: (E/ECA/HRP/TC/84/4)

   (d) Improving training in Africa for the development and management of human settlements. Presentation by HABITAT: (E/ECA/HRP/TC/84/5)

   (e) Reduction of poverty and maximization of productivity and employment for basic needs fulfilment. Presentation by ILO: (E/ECA/HRP/TC/84/6)

   (f) Political considerations for the development of high quality human resources. Presentation by OAU: (E/ECA/HRP/TC/84/7)

   (g) The management of human resources for the enhancement of productivity. Presentation by ECA: (E/ECA/HRPTC/84/8)

   (h) Compensatory fiscal policies for enhancing labour productivity: Presentation by ECA: (E/ECA/HRP/TC/84/9)

   (i) Human Resources for African Development: Issues for consideration. Presentation by ECA: (E/ECA/HRP/TC/84/10)

(j) Approaches to industrial training. Presentation by UNIDO: (E/ECA/HRP/TC/84/11)

(k) Cooperative exchange of skills: Institutional and policy issues. Presentation by UNCTAD: (E/ECA/HRP/TC/84/13)

(l) Development and utilization of human resources in the postal field in Africa. Presentation by UPU: (E/ECA/HRP/TC/84/14)

(m) Environment factors. Presentation by UNEP: (E/ECA/HRP/TC/84/15)

5. Human resources situation and performance review in the fields of: (E/ECA/HRP/TC/84/1)

- manpower and employment planning
- training development issues
- education for development
- public administration and management
- fellowship administration
- public finance.

6. Country Progress Reports and Performance Reviews.

7. Consideration of the 1984-1985 Programme of Work and Priorities in the fields of education, training, labour, management and employment: (E/ECA/HRP/TC/84/12)

8. Committee meetings: Committee A
Committee B

9. Presentation of reports by committees

10. Date and venue of the next meeting

11. Any other business

12. Adoption of the report of the Technical Preparatory Committee of Officials.

13. Closure of meeting.

VII. Factor Inputs for the Enhancement of High Quality Human Resources Requirements for the Year 2000

Food and Nutritional Factors

17. The FAO representative introduced the document entitled "Food and Nutritional Factors in Human Resources Development" (E/ECA/HRP/TC/84/3). He provided information on the food and nutrition situation in the region, problems and constraints affecting food supplies as well as their relationship with the broader problem of poverty. He noted that food supply problems in Africa were critical mainly because: a) the population was growing faster than the rate of growth in food production; b) there was an increase in urban food demand for imported food-stuffs mainly due a rapid rise in rural-urban migration; c) drought conditions were affecting most of the countries in the continent; and d) governments invested in policies and programmes which were mostly discriminatory against the agricultural sector.

18. The FAO representative singled out the following as areas in which the food and nutrition situation in Africa had notable consequences: prevalence and incidence of manlnutrition and diseases; morbidity and mortality rates; learning abilities; working capacities and productivity. Protein-energy malnutrition wasth the most serious form of malnutrition in Africa which affected infants and young children in particular. Furthermore, about 40% of school children and more than 60% of pregnant women and nursing mothers bore signs of iron deficiency. Vitamin A deficiency was also prevalent in most African countries and 3% of children suffered from severe xerophtalmia. Figures given on infection, malnutrition and mortality showed that infectious diseases were more prevalent among malnourished populations contributing to much higher child morbidity and neo-natal/infant mortality. The negative consequences of malnutrition on the health of pregnant women and nursing mothers as well as on intellectual development were other issues covered by the FAO's representative. Protein-energy malnutrition in early childhood affected the working capacity in adolescence and adult life and had negative implications on the functional development of learning processes. In other words, malnutrition was contributing to poor physical and mental performances, low aspirations towards higher levels of training and education, resulting in high drop-out rates in educational institutions. Recent studies showed that malnutrition led to apathy, non-goal oriented behaviour impulsivity and emotional reactions, and a general failure to respond normally in social interaction.

19. The FAO representative also noted that population growth was one of the most critical issues to be considered in any strategy for human resources development. Every year there was about 16 million additional people in the continent for whom sufficient food supplies would be needed. The continent's population, currently estimated at 400 million, was likely to increase up to 800 million by the year 2000. Urbanization rates were reaching about 6% on average creating serious socio-economic problems in urban areas.

20. The representative of FAO pointed out that, for some years, his organization had been deeply involved in cooperating with member African countries in formulating strategies and implementing plans and programmes to increase food production and consumption, and to improve the nutritional status of African populations. Africa was the priority continent in FAO's programme of work and budget. FAO, in cooperation with ECA, prepared a Regional Food Plan for Africa (AFPLAN), pursuant to the Freetown Declaration. More recently, FAO was the lead agency in preparing the section on agriculture in the Lagos Plan of Action. An Interagency Working Group headed by FAO prepared proposals for a programme of action for the development of food and agriculture in Africa for 1980-85. In general, FAO had long emphasized the importance of improving nutrition through agricultural and rural development plans. It had promoted the concept of nutritionally oriented food policies, so that production priorities should also be linked to consumption needs. FAO was assisting countries in implementing nutrition intervention programmes, which included supplementary and institutional feeding projects, in cooperation with WFP.

21. Finally, it was pointed out that FAO pursued a multi-disciplinary and multi-sectoral approach in dealing with these problems, both at national and international levels. This made it more possible to establish and maintain an effective balance between policies and programmes for human resources development, within the framework defined in national socio-economic development plans.

22. In the discussion that followed, it was noted that people that were under-nourished at various stages of growth could not be expected to contribute fully to meeting the demands of social and economic development. It was further noted that in the African situation, the improvement of the nutritional values of food intakes required more than mere increases in food production: people had to be taught how to mix local foodstuffs to produce wholesome meals. Whilst education should aim at eliminating ignorance about nutrition it should also be geared towards developing knowledge and skills. On the question of how far FAO had gone in dealing with preoccupations in the Lagos Plan of Action such as food losses, the representative indicated that a study on food production and post-harvest food losses in Africa had recently been initiated by his organization.

23. Delegates commended FAO for an excellent document which raised issues of immediate relevance to the welfare of Africa's populations. Collaboration between FAO and African Governments was acknowledged as likely to bear fruit in both the short and long-term.

Knowledge, Skills and Attitudinal Factors

24. In presenting document E/ECA/HPP/MC/84/4 entitled "knowledge, skills and attitudinal factors for high quality human resources," the representative of UNESCO highlighted the main characteristics of activities of his organization, aimed at improving the quality of human resources. He pointed out that UNESCO's mission consisted mainly in assisting member States develop their human resources potential through appropriate actions in the fields of education, science, culture and communication. In these areas, UNESCO, as a lead agency, worked closely with member States to ensure that the specific characteristics of the region and the requirements of economic and social development were catered for.

25. Education was the means, par excellence, for transferring knowledge and skills and, thus, it enabled children, adolescents and adults alike to earn a living and enhance their participation in the life of their communities. The promotion of cultural and social values placed development in its rightful perspective and ensured the full and total development of people. Increased knowledge through appropriate utilization of science and technology gave people the tools needed for rational exploitation of the environment for present and future generations. Finally, the development of meaningful communications within and among countries contributed to more accurate perception of world problems, more equitable sharing of existing knowledge, and better understanding among people. UNESCO's programmes in the above fields were influenced by findings from global analysis of world problems, the views of specialists, and of the Conferences of Ministers of Education, Science and Technology, and Culture which were called upon periodically to discuss and exchange views on priorities and policies.

26. Commenting specifically on education, the representative explained that the development of education (be it adult, formal, non-formal or continuing) and training was crucial to enhancing quality human resources. Very important was not just the recognition that education was a basic human right but that it had to be provided to all human beings through their entire lives. UNESCO had adopted a dual approach to eradicating illiteracy among children and adults. In the case of children this involved the extended and renovated primary school programme and, for adults, extended literacy programme associated as closely as possible with skills development. There was need for formal education to be given a fresh thrust by restructuring educational systems, redefining curricula, retaining of personnel and the provision of better facilities and instructional materials. More attention was to be given to the teaching of science and technology, the use of national languages in education, adult literacy, and technical and vocational education. However, to bring about self-reliant endogenous development, the attitudinal dimension of education and training (a factor often overlooked) should be greatly emphasized. There was no doubt that knowledge and skills were essential for development but only if they were accompanied by attitudes which are conducive to work.

27. In addition to its regular activities in training, research, development of infrastructures, consultative services etc. the UNESCO representative singled out a number of regional programmes for intensifying the development of human resources in specific areas in Africa. These included:

- The Regional Programme for the Elimination of Illiteracy in Africa before the end of the century;
- Regional Technical Cooperation for Training and Research in Educational Planning and Administration;
- The Network of Educational Innovation for Development in Africa, which aimed at promoting educational innovations, developing appropriate technologies and intensifying cooperation among countries in the region;
- Disciplinary networks in nine engineering fields.

28. As activities in these and related areas overlapped with those of other specialized agencies, regional and sub-regional organization, inter-governmental, and non-governmental organizations, the UNESCO representative appealed for the closest collaboration, particularly in the definition of strategies and the design and implementation of programmes for human resources development. Policies should be harmonized if services to member States were to have the maximum impact. The meeting was viewed as an opportunity to further coordination at the regional level. It was hoped that it would also produce an effective programme for cooperation, and formulate guidlines for its implementation.

29. In the discussion that followed, a number of issues were raised regarding knowledge, skills and attitudinal factor inputs for quality human resources. The first related to the need for continuous updating of those responsible for imparting knowledge, in line with changes in knowledge and skills. While this was true, the meeting was informed that UNESCO's programmes anticipated such changes and passed them on through such activities as the retraining of teachers during long vactions and/or the activities of the Network of Educational Innovation for Development in Africa (NEIDA). Also, quite often UNESCO utilized the experience gained in one country to help solve related problems in another country. Through workshops, seminars, and visits, new knowledge was transmitted to teachers and trainers.

30. A second issue raised was language development in Lusophone countries where there was need to develop either French or English for ease of communication with neighbouring or other African countries, and to participate effectively in developmental activities in the region as a whole. Mozambique for instance was in a sub-region where English was the dominant language. The UNESCO representative assured the meeting that his organization was always ready to help Lusophone countries and, in this regard, UNESCO had decided to start issuing some of its important publications and documents in Portuguese as from the end of October 1984. Special programmes were organized occasionally for educationists from Portuguese speaking African countries and training workshops have been organized in co-operation with the Government of Brazil. Specialists and consultants have also been made available to governments in all Portuguese-speaking African countries, and Guinea Bissau and Cap Verde were actively involved in NEIDA.

31. A third issue raised was whether UNESCO was doing anything by way of education that was not just innovative but produced innovative minds. To this UNESCO pointed out that educational systems tended to be very conservative. In general, educational programmes and activities were supposed to produce innovative minds but, as experience had shown, innovative minds were not easy to breed. Not only education but also the environment effect creativity and innovativeness. UNESCO helped with innovative programmes, particularly in the fields of language development, adaptation of educational materials, and reorientation of curricula to correspond to national needs.

32. On a fourth issue of what specific programmes UNESCO had for assisting African countries and educational institutions, the representative listed a number, in addition to those included in the document. He stressed that his Agency was always

ready to assist African member States but this could only be on request. These requests can be channelled through the UNESCO National Commissions whose primary role was to advise member States on what contributions UNESCO can make in dealing with problems in the educational, scientific, cultural and communications fields.

Unemployment, Poverty and Basic Needs Fulfilment Factors

33. The ILO representative in presenting the document 'Reduction of Poverty and Maximization of Productivity and Employment for Basic Needs Fulfilment', (E/ECA/PEP/TC/84/6), summarised the current situation in Africa with respect to unemployment, income distribution and poverty incidence. The document was based on findings of various ILO missions in Africa. The following facts pertaining to the mid-1970s were emphasized:

- Unemployment affected 8% of the total labour force (as much as 25% of the urban labour force) and underemployment affected 40% of the labour force.

- Income distribution was much more skewed than hitherto believed. Gini coefficient average 0.55, implying a gap between the top and bottom 20% of the order of about 15 to 1. Rural-urban gap was of the order of 4:1.

- Around 35% of the population was affected by poverty, while around 25% of the population was affected by poverty, while around 25% suffered from 'food poverty' - i.e. had income or production insufficient to provide adequate food intake.

34. The ILO representative highlighted the fact that economic performance in the 1970s had certainly exacerbated the situation outlined above. Per capita GNP had hardly increased in the 1970s. Performance in the agricultural sector had been especially poor and in most of the countries per capita food production had fallen. Both external and internal factors were responsible for this poor economic performance. Among the external factors were the fall in real prices of primary commodities as a result of recession in industrialized economies and oil price increases, and the ravages of the drought which had severely affected a majority of African countries. Internal factors pertained to an anti-agriculture bias in terms of resource allocation and producer prices. Agriculture still suffered from lack of investment resources. Even the meagre resources devoted to agriculture were misallocated to capital-intensive schemes. Prices paid to farmers still lagged behind prices for consumer goods.

35. The policy implications of the analysis were clear. At the external level, the international community had an obligation to ensure fair and stable prices for primary products, to allow easier entry to non-primary exports of developing countries, as well as to assist them in the adjustments needed to meet balance of payment problems. It was, emphasized however, that the economic crises needed stronger internal measures. Among these the following were imperative: giving priority to agriculture and the informal sectors, adopting appropriate technology

for all sectors of the economy, and adopting a national population policy to ensure the attainment of full employment and growth.

36. During discussion following the ILO presentation, questions were asked regarding the experience of the Jobs and Skills Programmes for Africa (JASPA) and the Southern African Team for Employment Promotion (SATEP); specific policies needed for agricultural development; the need for training in the agriculture and informal sectors; and the desirability of controlling population. The ILO representative gave details on the purpose of JASPA and SATEP. JASPA's experience had shown that agriculture had to be given greater priority in development so as to reduce income differentials between rural and urban areas which were the main cause of rural-urban migration and which, in turn, resulted in open unemployment in the urban areas, especially in the informal sector. The important corrections that were needed were to give greater financial resources to agricultural projects. This should be of an appropriate nature to conform to the existing agricultural structures; capital intensive technology should especially be avoided. The other correction that was needed was to grant greater incentives to farmers in the form of remunerative prices. The ILO representative emphasized that in some countries there was a recent reversal of falling real prices but that it was too soon to judge whether this was a long term trend. Regarding more specific policies for the agricultural sector, the representative said that this could only be done on a country-by-country basis. JASPA missions had made specific recommendations on this. The same applied with respect to population policy. Each country had to judge the need for this based, inter alia, on its natural resources endowment and pattern of economic growth. In general, it could be said that the present rate of population growth in Africa was outstripping the productive base. The ILO representative agreed that there was need for special training programmes for the labour force in agriculture and informal sectors in which the bulk of unemployment and poverty problems were present. He pointed out that the ILO had instituted such programmes and was ready to do more within the constraints of resources available to it.

Political Factors

37. In presenting document E/ECA/HRP/TC/84/7, Political Impediments in the Development and Utilization of High Quality Human Resources: the African Refugee Factor', the representative of the Organization of African Unity (OAU) emphasized the need for realism in discussing issues related to the subject. The political aspect of human resources development was a very sensitive topic but there were also technical dimensions to the subject which should be open to discussion. After all, purely political dimensions were best left for a body such as the OAU Council of Ministers.

38. The refugee problem had engaged the attention not only of Africa but of the international community. African refugees numbered several millions and the majority lived in Africa's poorest countries. Though there were many factors giving rise to the refugee problem the political factor stood out as an underlying or dominant factor in most instances.

39. For human resources planning, development and utilization the implications and consequences were clear. There were the innocent children, a reservoir of talents and skills, who were deprived basic education, let alone high education. These needed educational facilities and scholarships. There was also a sizeable number of African refugees who were highly educated, well trained, and possessed some of the critical skills needed for African development. Where these skills were available to African countries in which they resided there was less to regret than when the refugees had outside the continent. Africa was recruiting non-African technical personnel when there was this ready pool of African expertise among the refugee population. It was imperative that African countries that had given refugee status to African nationals use the highly qualified and trained skills they possess in development programmes and activities rather than discriminate against the refugees. The use of refugees for national development would not only lessen their dependence on the host country for livelihood but help to alleviate the critical manpower shortage of many African countries.

40. The OAU representative drew the attention of the meeting to the fact that many African nationals who had left the continent for developed countries often came back to Africa, though not necessarily to their own countries. Many African nationals came to the region as members of teams. Many African nationals came to the region as members of teams from international organizations such as the World Bank, The International Monetary Fund, or the United Nations Agencies, to advise African countries on their socio-economic problems.

41. On ways in which refugees could be assisted, the representative reiterated the point that refugee children could be helped with scholarships, and, upon completion of their studies, if they wanted to return home, the country of residence could help with repatriation formalities and problems. Refugees could also be helped by being granted citizenship by the host country, a step which had been taken by the United Republic of Tanzania. This example could be emulated by other African countries.

42. The meeting decided to combine discussion on this subject with the discussion on the related topic following. (See para. 47 below).

Return of talents

43. A representative of the Intergovernmental Committee for Migration (ICM) introduced a paper entitled "Impact of the Return of Talent Programme to Africa and Cooperation in the Field of Human Resources". In explaining the origins and purpose of the ICM, the representative noted, first of all, that in the last decade or two the subject of the brain drain from developing to developed countries had arisen in numerous. Early in the seventies, the Intergovernmental Committee for Migration was requested by several governments to come up with a programme which would help in counteracting the brain-drain. Negotiations started in 1974 under the so called "Return of Talents Programme" involving mainly the United States of America, the Feder l Republic of Germany and several Latin American countries. During this period, ICM succeeded in relocating nearly 3,000 professional and technical personnel in different sectors and fields.

44. The representative further explained that the programme had two main goals: political and operational. In relation to the former, the project aimed at assisting African countries in improving their resources of qualified personnel by:

- counteracting the adverse effects arising from the outflow of trained personnel of developing countries (brain-drain);
- strengthening the economic, technical and scientific development of African countries by measures designed to improve their human resources potential;
- contributing to inter-regional co-operation among African developing counties by supporting the transfer and exchange of know-how. By strengthening the technological capacities of these countries they were able to attain greater self-reliance;
- promoting the exchange of trained African personnel among African countries and the return of qualified African manpower residing in Europe, to fill positions of importance to the economic development of the countries of the African region;
- diminishing the need to use experts from industrialized countries, thus contributing to self-reliance in developing countries and allowing for savings to be made in funds earmarked for development assistance.

On operational goals the project aimed at:

- creating the appropriate conditions for the movement, placement in employment, re-integration or integration, of qualified nationals of African developing countries residing abroad; and
- contacting and encouraging African nationals in Europe and in African countries to take up gainful employment in their countries of origin or another African country requiring specific skills.

45. The ICM representative stated that at the first conference of Ministers for Human Resources Planning, Development and Utilization, in Monrovia, in 1981, the Return of Talents Programme of ICM was extensively presented and the co-operative of ICM and ECA in the field of human resources was endorsed by the Conference. He further pointed out that since 1981, negotiations had been undertaken with African Governments and organizations interested in the return of qualified persons to the African continent and, as a result, ICM had developed two programmes in this field. The first was a pilot scheme, "Reintegration of qualified African nationals", financed by a grant from the European Economic Communities. This project, implemented in coordination with the ECA, foresaw the return to AFRICA, over a two year period, of 200 nationals who had undertaken high-level studies or acquired specialized knowledge or skills in industrialized countries. The second

was a programme "Expansion of ICM's Return of Talent Programme to Africa from the USA". It foresees the return of approximately 50 qualified African national from the USA in a twelve month period.

46. Under these programmes, ICM identified specific posts which could not be filled locally, but which might be filled by returning qualified personnel. This task was performed in close cooperation with the competent national authorities as well as with universities, research institutes and enterprises in the public and private sectors. It also carried out recruitment in the industrialized countries. to locate prospective returnees, advised and provided them with relevant information on employment opportunities and facilities available as well as on working and living conditions and customs regulationsé Finally, it pre-selected candidates on the basis of an evaluation of their professional background, training and experience in the light of the requirements of job offers received. The definitive selection is made by the employer in the receiving country.

47. The document introduced by the OAU representative and the paper presented by the ICM representative generated much discussion. On the issue of practical solutions to the problems of refugees enumerated in the OAU document it was noted that an elaborate structure had been created within the OAU Secretariat to deal with African refugees. Included in this structure were the Bureau for Refugees, the OAU commission of 15 on Refugees, the OAU coordinating Committee on Assistance to Refugees. These and other bodies adopted practical actions to alleviate the situation of refugees. Educational opportunities and resettlement facilities, were two areas of concentration. Following the Arusha meeting on refugees in 1983, a programme of action focussing on voluntary repatriation of refugees was drawn up. The OAU representative was emphatic on the need for African governments to give fullest support to the attempts of the OAU to solve the refugee problem in Africa. He pointed out that the African Charter on Human and Peoples Rights adopted in Nairobi in 1981, had been signed by only a handful of States. He appealed to the technical experts attending the meeting to assist in getting their governments to sign the charter.

48. On the activities of the ICM, several delegates noted that the question of return of talents was still of major concern to Africa. The practice of bonding students may not work effectively because recipient countries sometimes offered special attractions in order to retain them. ICM was advised to publicize its activities more widely in the continent and maintain regular contacts with African governments. Refugees and lost talents fell in three categories. Firstly, there were genuine refugees who left their countries for reasons outside their control. Secondly, there were those who left and were able to develop skills and talents which could be put in the service of Africa. For those in this category, it was difficult for African countries to know who they were and how their services could be obtained. On the other hand, the persons concerned may not know of how their talents could be in African countries. Some machinery should be established for bringing the two together. Then, thirdly, there are those who would not be accepted in their countries even if they decided to return. Each of these aspects of the problem must be dealt with in concrete ways.

49. The ICM representative provided information on procedures adopted to involve African States in its activities. As in many instances, the organization worked mainly with diplomatic representatives in Western capitals, it was possible that agreements concluded with them were not widely known in their home countries. This may be a reason why some delegates questioned the validity of parts of the paper which referred to their countries. The representative emphasized that the ECA/ICM Return of Talent Programme was aimed, particularly, at African professionals who left their countries of origin for post-graduate studies, training and other professional purposes and were willing to return but faced problems in finding suitable job opportunities and financing their return. As regards ICM programmes being confined to English-speaking African countries, the representative stressed that some French-speaking and Portuguese-speaking countries had benefited from the work of the organization and all countries were free to participate in its activities. However, ICM was in an exploratory phase and its funds were not unlimited.

Industrial Factors

50. In the presentation of the document "Approaches to Industrial Training", E/ECA/HRP/TC/84/11, the UNIDO representative referred to the recommendations and proposals adopted by the Fourth General Conference of UNIDO which was attended by several African countries at ministerial level. The recommendations, inter alia, dealt with the development of human resources for industry, the strengthening of scientific and technological capacities and the Industrial Development Decade for Africa. Industrial development in Africa should not be seen as a matter of equipment and choice of technology and financing, but should also be a matter of building skills and employing human resources. Attention was drawn to the fact that project financing, both domestic and external, generally provided minimum funds for training personnel. Project contracts usually included provisions only for a few key personnel to be trained by the suppliers of equipment for short periods. Unless the countries carefully assessed the skills required for manning industrial enterprises, they would have to resort to costly agreements for a number of years to handle problems of operations, quality control and other bottlenecks. Manning problems should be looked at from the early stages of industrial project identification. The major bulk of the unskilled labour force may, in some countries in Africa, be found to be illiterate and not suitable in capabilities and attitudes for industrial employment which required a level of discipline, continuity and individual judgement. Training requirements would have, therefore, to be planned in a flexible manner appropriate to the specific conditions of each country.

51. Technology and training should be the subject of long-term planning to permit technological continuity and to allow industries to move progressively to higher levels of technological and managerial complexities. UNIDO, it was pointed out, was working on the development of methodologies linking manpower and training needs to different levels of technological complexity. UNIDO IV, it was further mentioned, invited the developing countries to consider the establishment or strengthening of high level co-ordinating bodies at the national level for effective planning and implementation of human resources development programmes. The co-ordinating bodies

should evolve mechanisms for effective contributions from governments, industry and educational/training institutions.

52. The UNIDO representative pointed out that special attention needed to be given by African countries to establishing or strengthening information systems to provide, on a continuous basis, timely and relevant information on industrial manpower training needs and training opportunities. Such a system would assist governments in preparing and implementing strategy, policy and systems for industrial manpower training. It would also assist African countries to establish mechanisms geared to co-ordinate the collection and flow of relevant information and its analysis, thereby providing a basis for effective co-operation among countries in the field of industrial training. With regard to activities in the area of building up African institutions it was indicated that these were embodied in UNIDO's Centres of Excellence Programme which covers training institutions as well as institutions which undertake research and innovation studies. A number of such institutions in Africa were equipped with facilities which, if strengthened could better meet the needs identified as requiring training at the national regional and sub-regional levels, and be in a position to organize, for example, training programmes in specialized areas dealing with science and technology, managerial personnel, technical/managerial ranks, training of trainers and contract negociators.

53. In the discussions the following observations were made: that training programmes sponsored by UNIDO did not give enough weight to the training of women: that Africa, the continent most in need of UNIDO resources for industrial training, received only a small portion of those resources: that UNIDO's accumulated data on Africa should be made available to African countries: that UNIDO should concentrate on financing training of nationals in the maintenance of industrial installations rather than hire external experts to do ad hoc repair works: that UNIDO should establish an early warning system in industry to advice African governments on possible solutions to problems instead of waiting until events had ocurred before intervening: that UNIDO appeared to concentrate its activities in all but Portuguese-speaking African countries: and that invitations to UNIDO's group training programmes open arrived late.

54. To the above observations, the UNIDO representative replied that UNIDO was providing women with individual fellowships as well as fellowships to participate in UNIDO's group training programmes. Special attention was being given to designing and developing appropriate curricula for women managers in industry at all levels. On the question relating to the allocation of resources, it was indicated that the bulk of UNIDO resources, including those obtained from UNDP, were directed towards Africa. The representative also informed the meeting that, under its Centres of Excellence Programme, UNIDO was fostering co-operation amongst African developing countries and encouraging the utilization of national institutions willing and able to open their training and research facilities to other developing countries. UNIDO's intervention in a country depended on the nature of the requests for assistance from governments. In certain cases, especially those relating to the rehabilitation of existing industries, it was cheaper and less time consuming to have experts carry

out their assignment without waiting for lengthy training in order to ensure the continuation of operations. With regard to the establishment of an industrial early warning system, the UNIDO representative stated that advice on this to member States was often provided without prompting. As to the delays in reception of invitations for UNIDO's training programme, the UNIDO representative promosed to look into the matter at Headquarters and field levels. Finally it was pointed out that UNIDO was active in Portuguese-speaking African countries. Among other activities it was involved in identifying their training needs and in establishing institutional mechanisms for monitoring implementation of manpower programmes for industry.

Cooperative Exchange of Skills

55. In introducing document E/ECA/UNDP/TC/84/13 'Cooperative exchange of skills - Institutional and policy issues' the UNCTAD representative informed participants that the Trade and Development Board, in its resolution TD/B/1.730, requested the Secretary-General to convene a meeting of governmental experts to examine modalities for co-operation, to recommend ways and means of systematically promoting co-operative exchange of skills among developing countries, and to submit its findings to the Trade and Development Board for transmission to the High-level Committee on Technical Co-operation Among Developing Countries at its fourth session. This meeting,to be held in the first quarter of 1985 would provide an opportunity for governmental experts from developing countries to compare their experiences in this field and to formulate concrete recommendations for future action.

56. The generation and improvement of human resources, particularly of high level human resources, required considerable financial means and sizeable investment if the impact on social, economic and technological transformation of developing countries was to be significant. This was a major reason why the issue of efficient utilization of skills was critical. UNCTAD had been very actively involved, since 1977, in conducting studies and in providing opportunities for intergovernmental consideration of both the outflow of skilled manpower from developing to developed countries, and co-operative exchange of skills among developing countries. There was great interest in schemes for increasing co-operation among developing countries in skills-generation arising from complementalities in resources endowments and comparative advantages. Sound institutional mechanisms for co-operation were basic prerequisites if collective self-reliance was to have any real meaning.

57. Several delegates, at this point, raised the question of modalities of obtaining assistance from UN agencies in financing human resources development programmes. The UNDP representative reminded the meeting that UNDP Resident Representatives were stationed in all African countries and that Africa received approximately 40% of UNDP's global resources. In order to derive maximum benefit from cooperation will all UN agencies, governments were urged to maintain close consultations with UNDP Resident Representatives/Resident Coordinators; this would also ensure that activities in human resources planning and development received adequate funding support.

Co-operation in building and use of institutions

58. Two institutions presented papers on their experiences in institution-building for human resources development. The representative of the African Institute for Higher Technical Training and Research (AIHTTR) outlined the aims, objectives and functions of the Institute. He noted that the lack of understanding of the importance of high quality human resource input into the industrialization process was a major reason for the creation of AIHTTR. The Institute's basic objectives were:

(a) To foster intra-regional co-operation in strengthening the commitment to share the few skilled personnel and consultancy facilities available in Africa;

(b) To establish innovative technological institutions of high professional level and quality.

59. The AIHTTR was established in accordance with specific mandates of the Conference of Ministers of the ECA. The membership of AIHTTR is open to all African States, members of the OAU and the UNECA. The Institute existed primarily to assist member States in acquiring and developing adequate technical manpower capability for the transformation of African economies and exploitation of the region's natural resources for the benefit and prosperity of the African peoples, and ultimately to make African States self-reliant in technical manpower. Its activities cover eight principal areas: agricultural engineering and food technology; training of trainers in technology and electromechanical engineering; industrial promotion; electronics and communications technology; energy resources and mineral exploitation; chemicals and non-metaliferous exploitation; environment management; and infrastructures. It is, therefore, a vital investment for the realization of the ideal of the present meeting.

60. The major problem faced by the Institute, as seen by the representative, was that of support from African States. As of March 1983, only 13 States had signified accession of membership. And, of these, only three had paid their dues by September 1984.

61. In the discussion that followed, it was pointed out that the lack of support for AIHTTR might be due to the fact that member States saw the Institute as a duplication of the efforts of the African Regional Centre for Engineering Design and Manufacturing (ARCEDM). In reply the Secretariat pointed out that the issue of duplication was being studied by an Ad hoc Ministerial Committee of the ECA Conference of Ministers. It was examining the continued relevance, viability and possible merger of some of the ECA/OAU-sponsored institutions. Until it presented its findings, member States were urged to contribute to AIHTTR's budget. It was also stressed that with some efforts on the part of AIHTTR, membership could expand and the number of contributing members increased.

62. The representative of CAFRAD informed the meeting that the African Training and Research Centre in Administration for Development (CAFRAD in the French acronym), was not an ECA-sponsored institution. It originated in the 12th General Conference of

UNESCO held in 1962, when Morocco led 10 other African countries (Algeria, Cameroon, Gabon, Ghana, Guinea, Mali, Senegal, Sudan, Tunisia and Egypt) in presenting a draft resolution requesting UNESCO to assist them in the creation of a regional centre to study problems in public administration and their relation to African economic and social development. A provisional Bilateral Agreement was signed on 13 May 1964. The Agreement which outlined the organization of the centre and the respective responsibilities of UNESCO, Morocco and the future member States of CAFRAD, transformed CAFRAD from an idea into a project and gave the Centre its legal and operational base, until the signing of the Permanent Multilateral Agreement by the participating African member States on 18 December 1967. Under the terms of this Agreement, the Centre became an African institution open to membership by all African States and hosted by the Moroccan Government.

63. CAFRAD's objectives, as defined by the December 1967 Agreement, were as follows:

(a) To undertake, promote and co-ordinate comparative studies and research on administrative problems connected with social and economic development in Africa;

(b) To organize scientific meetings, seminars and in-service training courses for high-ranking officials from the public and private sectors in African countries who play a significant role in development;

(c) To compile, analyse and disseminate documentation on the structure organization and administrative methods of the different African countries;

(d) To publish appropriate material;

(e) To act as host and as a scientific liaison body for the particular benefit of institutions and schools of administration, universities, and, more generally, any other agencies whose activities are within the competence of the Centre.

64. CAFRAD was concerned with the improvement of public administration and management in Africa through an integrated programme of training, research consultancy and documentation. A guding principle in the performance of this function, however, was that CAFRAD's activities should support, rather than replace, services in the field which were offered or were capable of being supplied by national institutes of public administration. A second principle which guided the formulation of the Centre's 1983-85 programme was based on the recognition that the Centre's effectiveness could be maximized by concentrating its programmed activities in a few critical areas. The range of needs in development administration in Africa was extensive and diverse, and arose in an ever changing political, economic and social environment.

65. The CAFPAD representative noted that the Centre's research and training programmes were intended to be practical rather than theoretical. It shared personnel with African institutions, helped the least developed African countries in training of trainers in administrative and urban and rural reform. It carried out comparative administration research and stored this information in the aim of stimulating applied research; it also encouraged the use of African consultants in these studies. Some country studies in administrative reform had been carried out with the financial assistance of the UNDP. To facilitate identification and use of African consultants, a directory of experts in development administration had been compiled. The goals set in the CAFPAD programme could not be realized by CAFPAD working in isolation from national institutions and other African international organizations. It was only through co-operative efforts that the problems facing African Governments could be solved. CAFPAD had sought to work hand in hand with ECA, other African and international organizations and this approach would be intensified in the years ahead.

Management Factors

66. A representative of the Secretariat reminded the meeting that the last session of the Technical Preparatory Committee had emphasized the important role of public administration systems in the mobilization of national resources. Among others, it identified excessive centralization, lack of co-ordination and delegation of authority, politicization of civil services, and weak management information systems, as significantly contributing to the inefficient functioning of administrative systems in Africa. To deal with these and related problem-areas, the Technical Preparatory Committee recommended continuous administrative reform programmes, but with greater attention paid to methods of effective democratization of decision-making and meaningful decentralization, the establishment of viable and efficient information systems, systematic training in development administration, reorientation of attitudes and behaviour patterns among public servants, and the institutionalization of machineries for administrative reform. Finally, the Committee drew attention to the absolute necessity of political and governmental support to efforts to reform public administration and management systems in Africa.

67. The document "The Management of Human Resources for Enhanced Productivity" (E/ECA/UNDP/TC/84/8) focussed on some major issues in (1) the management of the development of human resources, and (2) the management of their utilization. Both hinged on the assertion that all other resources could only be transformed for beneficial use through human effort. In turn, the transformation of people into a crucial resource depended on the acquisition of knowledge and skills on the one hand, and motivation and dedication on the other.

68. Within this framework, several issues needed to be highlighted. First, the management of human resources involved, initially, developing such resources. This meant planning and management of the institutions responsible for implementation of such plans such as departments of manpower planning, establishment offices and ministries of health, education, social affairs and labour. They must be properly staffed, adequately funded, and well managed, if they were to function effectively.

68. A second issue raised by the representative was that a sound educational system determined the quality of the labour force and its distribution. Only through proper organization and management of educational programmes could trained manpower maximize its productivity. Related to this was the localization of professional qualifications, which had only had a modest beginning in African countries. Also of importance was the need for educational and training institutions to be primary sources of innovation and invention which could then be fed into management methods, techniques and practices. This also called for a more serious approach to research.

70. The representative pointed out that training, a third issue of importance, had occupied the attention of Governments in Africa and had attracted huge amounts of resources. However numerous problems persisted, of which four were noted:

1. The linking of training to recruitment, deployment and career development;

2. The relevance of training to actual work conditions;

3. Training to take into account motivational factors;

4. Training, besides transferring knowledge and skills, was to foster values which would enable public servants fight corruption and impropriety in public services and help in developing personal qualities such as honesty and integrity.

71. As regards the issue of recruitment and deployment of human resources mismanagement in these areas was said to cancel out any previous achievements in socialization, education and training. Quite commonly, recruitment processes were weak and the wrong man ended up in the right job. Recruitment was critical to the utilization of human resources in that once an unsuitable person was recruited to a post, especially at middle and top management levels, it was difficult to remove him or even transfer him later. Recruitment officers needed training in techniques of selection and the carefully designed rules and procedures must be rigorously applied.

72. On deployment, the ECA representative stressed that wrong horizontal or vertical personnel movements had the same harmful consequences for productivity as wrong recruitment. Redeployment might require retraining, but this would be unnecessary if staff were properly deployed in the first place. The frequency of redeployment was also a reflection on the appropriateness and quality of the recruitment system. Relevant to this issue of deployment was the old debate on generalists versus specialists and hierrarchical relationships between the two categories of public servants.

73. On the issue of motivation, the ECA representative noted that leadership was an essential aspect. A good and effective leader had to be many things and posess many attributes. But, above all, he must develop personal qualities which inspired confidence and motivated others to produce at their maximum. He must know what controls to apply in particular situations and the degree to which applied. The reality, however, which was commonplace in African public service, was of 'arrogance downwards and defference upwards'.

74. These were some major issues on the management of human resources for enhanced productivity in Africa highlighted by the ECA representative. Perhaps the best evidence of their relevance and impact was the extent of the brain drain and its implications for African socio-economic development. He observed that in the wake of the World Development Report issued by the World Bank in 1983 there seemed to be a more genuine awareness of the pivotal role of the management factor in the development process. The experience of 25 or so years of independence in Africa had borne out the fact that limited attention paid to administration and management had constrained effective policy formulation and execution, plan formulation and implementation, efficient financial management, and maximization of the possible benefits from public sector enterprises. Returns from the scarce resources available to African countries, whether internally generated or externally procured, were at minimal levels primarily because of poor management. Human resources were Africa's most vital assets. In terms of overall quantity in terms of overall quality, in terms of specialized skills for undertaking developmental tasks, in terms of proper attitudes, motivation, leadership capabilities and the like, African countries continued to face numerous difficulties. Dealing with these must become priority preoccupations if developmental potentialities were to be fully exploited.

75. In the discussion, the point was made that there was a tendency to be too critical of public administration and management systems in Africa. Much had been achieved by them in the decades of independence and due recognition must be given to this. It was also noted that the private sector had made significant contributions to development in some African countries and the intervention of government in the economy, mostly through the mechanism of public enterprises, was not necessarily detrimental to socio-economic growth and development.

76. The fact that administrative systems had not altogether been unproductive was accepted by the representative of the Secretariat. However, he felt that this was not uniform throughout the continent and that most public administration and management systems now had reduced capacities and capabilities. In any case it was more rewarding if weaknesses and inadequacies were recognized and programmes and policies evolved to deal with them. On public enterprises, he pointed out that the expansion in size of the public sector was a fact of life in all African countries. Public Sector enterprises were, in general, a drain on national resources and were plagued with a plethora of management problems. Again, it would be to Africa's gain if these problems were squarely confronted and serious efforts made to increase the overall benefits from public sector enterprises.

Fiscal Policies and Incentives Factors

77. In his introduction, a representative of the Secretariat referred to document ST/ECA/PAPP/PPP/9/81 on 'Public Finance Management in African Countries' presented at the First Conference of Ministers. That document dealt with the shortage of trained and experienced staff in the field of public financial management in African countries. Speaking on document E/ECA/PPP/TC/84/8, 'Compensatory Fiscal Policies for Enhancing Labour Productivity', the representative said that it was intended to call the attention of member States to the role fiscal policies could play in enhancing labour productivity in African countries.

78. The document outlined briefly the utilization and productivity of human resources in African countries. The overall picture of the use of labour in all sectors of African countries, according to various studies carried out either by ECA or UN agencies, showed that there was under-utilization of human resources and that labour productivity was low. Because of this, certain corrective measures were needed and one of these was the use of fiscal policy. Fiscal policy was defined as the policy of the treasury which was closely related to national objectives. Fiscal operations affected, in important ways, the functioning of the economy and therefore, could help create employment and enhance labour productivity which, besides giving material improvement to the worker, could also contribute towards the overall increase in GNP, through higher production of goods and services etc.

79. It was suggested that Government expenditure policies and taxation systems were tools which could be used in the enhancement of the various factors of labour productivity. Through expenditure policies allocation of resources could be made from lower to higher priority sectors which were needed to increase labour productivity. For instance, increased expenditure allocations, health services, building of feeder roads in the rural areas, agricultural and educational programmes and activities etc. could help in enhancing such factors of labour productivity as health of the worker, skills and income levels etc. and thus lead to labour productivity. The lowest fiscal tool, taxation systems, besides providing domestic revenues for financing public sector programmes could be used to help create employment through its policies towards domestic and foreign investments done through various tax incentives and exceptions extended to investors. The use of varying tax rates, particularly income tax rates, could help in enhancing the income levels of labour. Fiscal policies could be a boon to worker productivity if applied in the right sectors of economy and monitored closely.

The Case for a Consolidated Approach: Issues and Options

80. In introducing the document "Human Resources for African Development: issues for consideration": E/ECA/HRD/TC/80/10 and its Add.1, a representative of ECA attributed the lack of improvement in economic performance in Africa partly to the low quality African human resources. The African Heads of State's economic summit had taken note of the situation in the development and utilization of human resources in Africa, the principal aspects of which are the high rate of population growth, the growing level of unemployment, and underemployment, the shortage of different types and levels of trained manpower. Adding that with the continued threat of African human resources quality deprivation arising from drought, the subsequent crop failures, food shortage and the related malnutrition, the situation was no better now than it was when Lagos Plan of Action (LPA) was prepared.

81. In response to this issue of the low quality of human resources and the threat of continued quality degradation there was an urgent need for translating public pronouncements at international meetings into action programmes through integration of manpower planning programming functions, personnel development, placement and utilization services into a Ministry of Manpower Development as the LPA chapter on human resources development and utilization had counselled.

82. He went on to commend the ECA Council of Ministers which had complied with the LPA council by taking the concrete action of establishing the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization. The same body at its first session, had in turn taken concrete action by calling for the establishment of institutional machinery to serve as a national focal point in (i) human resources policy harmonization programme co-ordination and (ii) ensuring coherence and complementarity between the planning aspects with the development and utilization aspect, and also between the various programmes concerned with enhancing the quality of African human resources.

83. He noted that member States had also taken concrete actions and had redoubled their efforts, in compliance with the resolution of the First Human Resources Ministers Conference, but that a number of issues had emerged that continued to slow down their efforts. These, he went on, needed to be identified and studied as a basis for determining new directions. The first of the issues was the lack of common understanding on the nature of human resources the various programmes that enhanced the quality of human resources, and the different concepts within the field of human resources utilization.

84. Turning to the nature of human resources the ECA representative elaborated on the view which saw the attributes of "human" resources as consisting of: (i) the physical attributes made of brains, nerves with the related sense receptors and transmitters, muscles, skeleton, metabolic body systems and the energy therein (ii) knowledge, skills and attitudes, which formed the basis for the resourcefulness and innovative minds of human resources (iii) propensity to work (iv) basic need satisfaction and the tendency for order and development of organizational framework for managing human endeavor. These, when properly nurtured and developed, constituted the valuable inputs that activated and sustained development, and the underdevelopment of which adversely affected development.

85. He went on to explain that the above-mentioned resources were subject to (i) exploration and identification of their status, levels etc. (ii) nurturing and development through a variety of programmes (iii) renting out in the job market for production service rendering or satisfaction of one's basic needs: (iv) deterioration through continued use, growth process and aging, disuse and sometimes, self-abuse. Consequently, planning, development and utilization of human resources had to take into account these four elements if the high quality aspect of human resources was to be attained.

86. Other issues which were highlighted by the representative included the non-integration of human resources planning into overall socio-economic development planning, the lack of complementarity and coherence between manpower planning, on the one hand, and development and utilization on the other, and the isolated approach and lack of complementarity between various human resources development programmes. These, he observed, continued to be regarded as ends in themselves to the detriment of coherence and complementarity. He further cited lack of fully trained staff for adequate delivery of these programmes factor outputs, inadequacy of data and in appropriate organizational machineries with clear functions and appropriate orientation as equally important factors.

37. Turning specifically to human resources planning the ECA representative emphasized the need to consider the qualitative as well as the quantitative aspects of human resources, ranging from population/demographic considerations to the maternal and child welfare, health, food and nutritional, environmental, employment/income generation activities industrialization, incentive systems, political and management requirements as a basis for enhancing the quality of human resources. He went on to explain that the concern of the conference was not so much the training or development of human resources for various sectors of the economy, as identifying factors that made man complete as a productive economic entity. Hence the need to plan for the delivery of the high quality enhancing factor. This involved determining what the status of these high quality indicators were and ought to be at some point in the future, and how they would be attained. For this purpose a planning subsystem at national, sectoral and individual organizational level were more urgently needed than ever.

38. Turning next to the human resources development factor inputs which had been discussed in other documents. The following aspects on the respective factors inputs were noteworthy:

(i) Population and demographic variable, in so far as population growth rate needed to be monitored in relation to the availability of resources and capacity to provide the required quality life enhancing and life sustaining services.

(ii) Maternal and child welfare factor, the significance of which lay in the fact that this was the point at which critical decisions were made regarding, among others, family size, regularity of eating and what to eat, health and education services. Wrong decisions and lack of knowledge on these could irrevocably affect all hopes of developing high quality human resources.

(iii) Physical and mental health factor, the significance of which lay in the fact that related programmes were a principal determinent of peoples' physical and mental wellbeing and inadequacy resulted in misery, diminished productivity etc.

(iv) Food and nutrition factor, the significance of which lay in the fact that they are the major determinant of people's intellectual, physical and emotional development, and the deficiencies of which result in low body weight at birth, diminished immunity, impaired intellectual, physical and emotional development and hence a lowering of the quality of human resources.

(v) Knowledge, skills and attitudinal factor, whose significance lay in the fact that they constituted a major input into and output of work, determined peoples general resourcefulness and innovativeness, provided a basis for status and authority, and whose inadequacies caused severe psychological and personality problems besides curtailing development effort.

(vi) Environment and human settlement factor with the significance of being a major determinant of the general economic, social, physical and mental health of any population, and the degradation of which is a major cause of poverty, disease, social deviancy and cultural dilution among others.

(vii) Work employment and income generation opportunity factor, whose significance lay in the fact that work or employment was one way of self definition, basic needs satisfaction, measuring one's worth, extending one one self, generating tomorrow's jobs and livelihood for tomorrow's workers; and whose absence has the consequences of causing severe psychological and social as well as personality problems.

(viii) Industrialization factor, whose significance lay in the fact that it is a major determinant of jobs and income generation opportunities as a source of dangerous pollutants of air, water and often urban decay. Within it, skills, knowledge and attitudinal requirement can be derived, i e., they are determinants of knowledge and skill requirements.

(ix) Communication factor, whose significance lay in promoting social intercourse, and inadequacies of which are causes of conflict which minimizes the impact of human resource effort.

(x) Political and management factor whose significance lay in the fact that it provides a framework for regulating behaviour, social interaction in the conduct of one's affairs, wrong decisions and actions of which have psychological and social implication to the status and quality of human resource.

(xi) Fiscal policies and incentives whose significance lay in the fact that these activate, sustain and direct investments for job creation in marginal and economically depressed areas and lack of which causes disinvestment or investment and work avoidance tendencies.

89. None of these was so insignificant as to be overlooked in the process of human resources development. In formulating a comprehensive manpower policy, they could be major policy elements. They are as inextricably inter-related as each reinforced and complemented the other. They could serve as indicators for and focal areas of surveillance and intervention in human resources development. To attain the required coherence and complementarity, the need was for a human resources development subsystem working in tandem with the planning subsystem, and for the staff within the various quality factor input programme to liaise with and complement each other.

90. Turning to human resources utilization the ECA representative emphasized the fact that an individual's application to work involved the whole person using his muscles, mind and emotions in the sense that all the human resources intensified earlier on come to bear on the product of the work and that the need was for

mobilizing all these resources as inherent in youth and adults - whether handicapped or able bodied, whether in rural or urban areas. Each should have an opportunity to apply his innate resources in accordance to his capability and capacity wherever he may be. That way, it was possible to narrow the dependency ratio.

91. The representative pointed out that it was possible to review and re-orient prevailing concepts for application within the African situation. The causes of open unemployment, underemployment visible under-employment, lack of demand for goods and services that labour produced, poor economic management, declining demands for labour, poor personality and medical problems, seasonality of production, were enumerated.

92. He went on to stress the need for urgent measures to correct socially undesirable and politically dangerous human resources utilization situations and called for a re-oriented human resources placement subsystem that was not only concerned with custodial labour exchange and welfare, the interpretation and enforcement of labour conventions, but also one that planned the creation of job and income generation activities. He pointed out that the existing placement systems were more for those in employment and or those looking for employment. There was, however, no system for accounting for the extent to which people were productivity used or engaged in productive income generation activities.

93. Turning to the function of managing human resources planning, development and utilization, he emphasized the need for a system integrating three subsystems, (1) the planning, (2) the development and (3) the utilization subsystems. These operated from ministerial or individual organizational unit levels, to the ministries responsible for monitoring, planning, development and utilization functions in the public, parastatal, private and rural/urban sectors. Thereafter, to the natinal focal point of reference and, eventually, the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization.

94. While the national level would constitute a focal point of reference for activating, scheduling and monitoring the execution of the planning, development and utilization programmes, the second level of key ministries would be charged with the advisory and guidance responsibilities for the planning, development and utilization of human resources in key service sectors such as the (i) the public sector: (ii) the private sector; (iii) the parastatal sector and (iv) the rural/urban sectors. Finally, the third level would require organizational planning, placement for productive utilization and for monitoring productivity levels of workers. The units would actually engage in the detailed tasks of planning, development and placing and productively utilizing human resources.

95. For effective operation of this system, it was emphasized that it was necessary to have a clear definition of organizational units and related staff roles, functions and responsibilities, functional linkages and reporting relationships, staffing requirements, and data and information base.

96. Following the presentation of the document by the ECA secretariat, a representative of the OAU drew the attention of the meeting to the urgency of developing human resources. The Lagos Plan of Action had called for the international community to lend support to African countries in their efforts to implement the Plan. He informed the meeting that, since 1980, the OAU in collaboration with the UN Agencies, had held annual meetings at which the issue of human resources development and utilization were considered. More importantly, the annual meetings emphasized the coordination of inter-agency efforts in human resources development with a view to channelling agency resources into areas where they could be more effectively utilized. They also examined areas of duplication of efforts, reviewed areas of critical need, and mapped out future courses of action.

97. To ensure the effective co-ordination of efforts in the development of quality human resources, a committee of six agencies and organizations (ECA, ILO, UNESCO, UNDP, UNIDO and OAU) had been set up at the initiative of ECA and OAU. As a first task, the committee sent questionnaires to all UN Agencies and the member States of OAU to obtain information on human resources planning, development and utilization. The response to this questionnaire was very disappointing as only fifteen agencies and six member States had responded. Although a reminder had been sent to the member States, the response was still very poor. The OAU representative therefore appealed to member States for their response to the efforts to develop quality human resources in Africa.

98. The meeting expressed its disappointment at the poor response to the questionnaires but urged the OAU to pursue the matter with renewed vigour so that a picture representative of the African region could be given in the study, based on the information from the questionnaires. Delegates requested that copies of the questionnaires be made available to them for completion on their return home. It was also pointed out that there was need to undertake joint inter-country manpower planning programmes on a regional and subregional basis and thus pooling together in the development of particular skills which one country could not develop on its own. Secondly, there was need to extend the area of technical co-operation in the use of African human resources. Specifically, African countries which had surplus human resources in one area could supply them to other countries which were difficient in the same skills. In this way there would be a flow of skills among African countries. What was needed, therefore, was to establish data and information banks of all available skills; it would also serve as an information base for determining surpluses and deficits in different countries.

VIII. Review of progress and constraints in the implementation of the decisions of the First Conference of Ministers Responsible for Human Resources Planning, Development and Utilization

E G Y P T

99. The delegate of Egypt explained that his country's experience in the field of human resources planning, development and utilization dated back to the nineteenth century, enriched by exchanges with modern Europe. The experience was also deepened, and enlightened by needs of African development especially in response to guidelines and resolutions spelt out in the first African Ministerial Conference, Monrovia, October 1981 and in the Lagos Plan of Action.

100. On the national level, the following were the major institutions operating in the field of human resources planning, development and utilization:

(i) The Supreme Council of Manpower Planning and Training (highest supervisory organ of the network) presided over by the Prime Minister and undertaking planning, development and utilization of human resources;

(ii) Ministry of Manpower and Training;

(iii) Ministry of Egyptian Immigrants Affairs;

(iv) Ministry of Administrative Development;

(v) Institute of National Planning;

(vi) Institute of Management;

(vii) Central Agency for Organization and Administration;

(viii) About 218 Vocational Training Centres.

101. The structure and functions of some of these were outlined by the delegate. For achieving real co-operation among African countries in the field of planning, development and employment of manpower, the delegate recommended the following:

- establishment of a special window in the African Development Bank (ADB) for financing training programmes in African countries. He proposed that it be known as the 'Development Window for Human Resources in Africa';

- formation of a committee of specialists for determining its system of work, identifying its objectives, and total funding;

- provision of information on the labour force situation, levels, attitudes, and movements in addition to labour market needs and the factors which caused imbalance between supply and demand of labour force. This was meant to enable those responsible to take the necessary measures and make relevant adjustments in planning and developing manpower in educational and training systems to reach equilibrium between labour force supply and demand within the socio-economic system in each African country. This necessitated the effective contribution of PADIS to provide the appropriate information on labour markets in each African country;

- with regard to the achievement of co-operation between African countries, it may be essential to establish an African bank of information on labour market; the data could be obtained through the relevant authorities in African countries.

- African countries should give special attention to means for increasing the labour force and for promoting production. Furthermore, African countries should adopt social and economic policies for creating job opportunities and promoting productive labour force;

- it was also recommended to rely as much as possible upon African labour force to save foreign currency, and to eradicate discrimination between African and non-African personnel.

102. In reply to questions raised in the discussion following, the delegate of Egypt informed the meeting that many of the decisions and recommendations of the last Conference had been implemented; the institutions described were responsible for full implementation. Egypt had established a Fund for Technical Cooperation with Africa to extend assistance through followships, training, and exchange of experts.

Z I M B A B W E

103. The delegate of Zimbabwe informed the meeting that since the Monrovia Conference, efforts to mobilize and develop the country's human resources had continuously been intensified. A more generalized and policy-oriented overview since Monrovia was to be presented to the Ministerial Conference by his Deputy Minister; he would deal with more technical issues in the areas of human resources planning, development and utilization.

104. A notable development since the Monrovia Conference had been the recent merging of the two former ministries of Manpower Planning and Development, and Labour and Social Services, into the new Ministry of Labour, Manpower Planning and Social Welfare.

The structure of the new Ministry was as follows:

(i) a Division of Administration and Finance responsible for the co-ordination of the Ministry's administration and finances;

(ii) a Division of Manpower Planning and Labour charged with the responsibility of carrying out research, formulating plans, employment creation, placement, career guidance, foreign recruitment and overseas training, labour regulation, and the monitoring of unfair labour practices;

(iii) a Division of Vocational and Technical Training, responsible for industrial and institutional training;

(iv) a Department of Occupational Health and Safety, responsible for the promotion of safety of employees at work and the administration of the Workmen's Compensation Fund;

(v) a Department of Social Welfare which looks into the welfare side of the country's human resources ranging from children right through to the aged, the destitute and the disabled.

105. He pointed out that each of these units was headed by a Deputy Secretary or his equivalent. Heads of divisions met once every fortnight to exchange views and co-ordinate matters of policy. The unification of the two former Ministries had helped to harmonize the machinery for manpower planning, labour and development. More salient advantages that had accrued from the merger included the following:

(i) the minimization of unnecessary duplication of resources, and wastage of scarce professional and skilled personnel;

(ii) the ability and facility to plan globally for the development and utilization of all categories of the country's human resources: the professional, skilled, semi-skilled, women, ex-combatants, and the disabled;

(iii) the ability to co-ordinate, standardize and monitor training, especially that provided by private sector organizations;

(iv) the ability to plan for and co-ordinate the placement of locally and overseas-trained graduates;

(v) the ability to effectively monitor and evaluate the transfer of skills to local manpower by expatriate personnel;

(vi) the ability to implement the policy of tripartitism, i.e. the involvement of Government, employer and employee organizations in matters relating to manpower planning, labour, training and employment;

(vii) the ability to centralize information services relating to all aspects of human resources planning, development and utilization through the publication of a quarterly Ministerial journal entitled "Labour and the Economy".

106. The delegate added that, in more specific terms, a number of inter-ministerial and tripartite structures, which had assisted in the harmonization of policies and the co-ordination of programmes in human resources planning, development and utilization, had either been created or consolidated as a result of the merger. For example, the following human resources committees were either chaired or had a greater input from the new Ministry of Labour, Manpower Planning and Social Welfare:

(i) Inter-ministerial Scholarship Committee

This Committee which was made up of representatives from 10 ministries and the University of Zimbabwe, co-ordinates overseas training. The Committee was chaired by the Deputy Secretary responsible for Manpower Planning and Labour.

(ii) Manpower Committee on Foreign Recruitment

This Committee, which among other ministries, had representation from the Public Service Commission, was again chaired by the Deputy Secretary responsible for Manpower Planning and Labour. The responsibility of this Committee was to ensure that foreign recruitment was consistent with Government policy to achieve self-sufficiency in the field of human resources within as short a period as possible.

(iii) Careers Guidance Committee

This Committee was chaired by the Ministry of Labour, Manpower Planning and Social Welfare. It drew its representation from the Ministries of Education, Youth, Sport and Culture, and Community Development and Women's Affairs. The Committee concentrated on providing career and occupational guidance through publications, career days' exhibitions and radio programmes.

(iv) Inter-ministerial Committee on the Standardization of Conditions of Service for Technical Experts and Consultants

This was a new Committee, chaired by the Ministry of Labour, Manpower Planning and Social Welfare. The Committee examined all technical co-operation agreements signed by Zimbabwe, with a view to developing uniform conditions of service that were in line with Government policy to develop an indigenous human resources capability.

(v) Manpower Development and Training Authority

This was an advisory employers' group, which would soon be democratised to include representatives of the Zimbabwe Trade Union Congress. This body, which was chaired by the Permanent Secretary of the Ministry, advised government in the area of training and manpower development. More importantly, it administered the Manpower Development Fund - which was money levied from employers by Government in order to promote training.

(vi) Wages Review Committee

This Committee periodically evaluated salary and wage adjustments in the private sector and parastatal organizations, especially for lower-income categories. The Committee was inter-ministerial and tripartite, with the chairmanship provided by the Ministry of Labour, Manpower Planning and Social Welfare.

(vii) Manpower Advisory Services Unit

This unit, which was part of the Research Unit of the Ministry, provided advisory services to other government ministries and departments on manpower requirements for any project or venture about to be launched.

(viii) Manpower - Education Committee

This Committee, which was recently formed, was responsible for co-ordinating planning in the areas of education and manpower development, paying special attention to curriculum change and development with a bias towards science and technology.

(ix) Employment Advisory Committee

With the growing school-leaver problem and the rising unemployment generally, Government had recently set up an inter-ministerial and tripartite Employment Advisory Committee to advise on employment creation measures for school-leavers and the demobilized ex-combatants.

(x) Retrenchment Committee

The contraction of industry, especially in the manufacturing sector, had forced some private companies and industrial concerns to retrench part of their labour force. In order to facilitate the smooth operation of such an exercise, Government had set up a tripartite committee which processed applications for retrenchments and ensured that the affected employees either got full terminal benefits or had alternative means of livelihood.

107. These were some of the many structures that had been created or strengthened as a result of the merger of two former ministries. What emerged from this account was the fact that the new enlarged Ministry was centrally placed to achieve necessary co-ordination and harmonization in human resources planning, development and utilization both within the public service and the private sector.

108. In concluding some major constraints and problems in the areas of human resources planning, development and utilization were highlighted by the delegate:

(i) Zimbabwe, like any other developing country with dependent linkages with the developed capitalist world, was experiencing the adverse effects of the world economic recession and shortages of foreign currency. This problem, coupled with the persistent drought situation, had led to the contraction of industry especially in the manufacturing and agricultural sectors. This was manifested in the form of retrenchments, short-time employment, and unpaid leave;

(ii) the other problem faced by Zimbabwe was the flight of skilled personnel from the public sector to the parastatal and private sector organizations because of the differential wage-salary levels. In 1983, about 78% of the total technical and related staff left the public service. The loss of such an important category of manpower seriously undermined positive policies in the area of human resources planning, development and utilization;

(iii) finally, Zimbabwe, perhaps like other fellow African countries, lacked the necessary funds to consolidate the machineries for human resources development and utilization. International funding agencies could assist in the areas of curriculum development, institutional training (both vocational and technical training) management and instructor-training.

109. In the discussions, several questions were raised on the experience with the merger of the Ministries of Manpower Planning and Development and Labour and Social services. On how government was convinced about the need for the merger, the delegate noted that numerous perceived overlapping functions, technical studies on the subject and the experience of other African States in this area were important factors that enabled the political leadership to decide that a merger was imperative.

110. A number of delegates enquired about the policy of paying a 15% allowance to senior public servants to discourage them from moving to the private sector. The delegate explained that this was a temporary measure and arose because of the immense attractions offered by the private sector. The whole issue was under study and also a comprehensive policy regarding incomes policy was under preparation; harmonization of salaries was a policy goal. On the role of the private sector in the financing of technical and vocational training, the delegate explained that the private sector contributed to a training fund and rebates were granted to private enterprises undertaking training and willing to accept apprentices turned out by technical training institutions. On the problem of how accumulated funds derived from the training levy without training outlets, the criteria for training which will attract rebates were announced annually in order that these be clearly known to private sector enterprises. It was hoped that this would encourage them to institute training programmes and take on trainees from outside their businesses. Finally, on the issue of measures to contain the flight of White manpower, the delegate explained that indeed Zimbabwe had been used as a training ground for industries in South Africa. In 1982, a bonding system was introduced as a measure to deal with this problem. On the other hand, the delegate stated that the problem of the flight of White personnel now no longer caused concern. In fact, some of those who had left the country are now returning to Zimbabwe.

E T H I O P I A

111. The delegate of Socialist Ethiopia noted that his country inherited from the now defunct feudal regime the problems of unemployment and the shortage of skilled manpower. These problems were both economic and social in nature. The country also faced the problem of diminishing and low productivity of labour. The size of the Ethiopian population was indicator of its vast human resources. However, the lag in the economic development of the country revealed the under-utilization of this resource. About 80 per cent of the population was employed in primitive agriculture and barely exposed to modern science and technology. As a result, the rural labour force was under-employed. The urban labour force, particularly the school-leavers and youth, were partly unemployed because of the low job creation capacity of the small modern capital-intensive manufacturing industries.

112. The delegate noted that having realized the seriousness of the problems of manpower, employment and productivity, the Revolutionary Government of Socialist Ethiopia gave primary attention to manpower, employment and productivity planning. The Government had fully integrated manpower, employment and productivity planning in its development plans. In the Ten-Year Perspective Plan and in the short and medium-term plans, a set of policies, strategies and targets that were related to manpower, employment and productivity were clearly spelt out. In the Ten-Year Perspective Plan and in the short-term development plans, the following objectives were clearly stated:

(a) To reduce unemployment substantially by creating new employment opportunities;

(b) To raise labour productivity;

(c) To improve working conditions and social security.

(d) To develop capability to review, analyse and plan manpower, employment and productivity.

113. The Revolutionary Government of Socialist Ethiopia had also given due attention and priority to the planned development and utilization of human resources as integral parts of overall socio-economic development planning. A machinery was also set-up to co-ordinate human resources employment and productivity planning at the central level.

(a) Manpower Planning

The development of manpower and employment planning capability was given special attention by the Government. With the assistance and technical co-operation of the UNDP, a project for strengthening the Manpower and Employment Division of the Ministry of Labour and Social Affairs was being undertaken. In this project, Ethiopian experts were trained to specialize in manpower and employment planning.

(b) Education and Training

New educational policies were formulated to develop and utilize the nation's human resources. The educational policy of the country was to develop the physical, spiritual and mental ability of the young generation, and the Ethiopian masses as a whole, and to create a productive socialist man on a scientific, technological and cultural basis.

(c) Productivity Planning

The Government had realized that economic progress could not be achieved without increasing productivity. For this, first of all, it was necessary to measure and register the level of productivity. This pre-supposed the development of work norms and work re-organization. In the Ten-Year Perspective Plan, it was stressed that all productive units should build the capability to develop work norms and measure labour productivity. In the Two-Year Plan (i.e. phase one of the ten-year perspective plan), a directive was given to each ministry with regard to its responsibility in planning productivity in the enterprises that fall under it. Specialized agencies would give technical assistance in developing work norms and in planning labour productivity.

114. The delegate also explained that the agencies responsible for manpower planning in Ethiopia at national level were the Office of the National Committee for Central Planning and the Ministry of Labour and Social Affairs. He noted that the relevant departments for manpower planning were being strengthened with nationals and expatriates. Junior experts were trained abroad in manpower and employment planning. The Manpower Division of the Ministry of Labour and Social Affairs was strengthened with materials and equipment that were useful for data collection.

115. The delegate recommended that manpower, employment and productivity planning should be integral parts of the general socio-economic development plan of a country. The manpower requirements of the economy should be linked to the educational and training systems so as to produce the required type of manpower. This helped to optimize the use of manpower and reduced the number of educated unemployed. The concept of productivity planning should be related to productive employment in which every productive force generated surplus. The surplus generated was a source of new investment which would be used to create additional employment. Development of work norms and work organization needed to be stressed as a means of productivity planning. A data bank on manpower and labour matters should be created and data and information on manpower, employment and productivity should be systematized to ensure consistency and accuracy. This was useful in preparing realistic plans.

T A N Z A N I A

116. The Tanzania delegate addressed six distinct, though related, issues in his country report, namely: manpower planning; manpower training and development; institutional arrangements for the co-ordination and control of manpower programmes; management development and skills-maintenance programmes; human resources utilization programmes; and regional co-operation in manpower programmes.

117. On manpower planning, he noted that his country had been guided by a concern for self-sufficiency in skilled manpower in all sectors in the national economy. The first perspective plan 1965-1980 had set 1980 as target date to realize this goal. To effect this policy, the Government created a Manpower Planning Section, later elevated to Division, in the Ministry of Economic Affairs and Planning, and, in 1975, it merged with the Central Establishment Division to form a Ministry of Manpower Development and Administration. Yet again, partly in response to the concern expressed at Monrovia, this Ministry merged with the Ministry of Labour to form the Ministry of Labour and Manpower Development.

118. The task of the Planning Division had always been to undertake continuous review of manpower needs and situation, and to advise the Government accordingly. Achievements had varied overtime. These included: 95 per cent localization of the civil service, and 80 per cent skilled manpower localization of the entire economy. The failure to achieve the goal earlier projected, i.e. self-sufficiency in skilled manpower needs by the year 1980, had been due to factors such as:

(i) the limited, if not narrow, perception of skilled manpower needs at independence, whereby the concern was almost entirely focussed on the civil service or Government employment

(ii) the rapid growth of the parastatal sector after 1967, when Tanzania opted to pursue a socialist philosophy for development; this created a need for managerial and science-based personnel.

119. The delegate noted that to redress the situation, namely, the imbalance between objectives and achievements in skilled manpower, Tanzania now gave greater attention to science and technical base disciplines. Besides, in order to improve the quality of manpower planning, a manpower data bank had been established and manpower planning personnel increased both qualitatively and quantitatively.

120. In manpower training and development, the delegate reported on primary, secondary, adult, and tertiary education and training. In all these fields of education, Tanzania was, at independence, either at a very low level or they were non-existent, e.g. adult education. However, Tanzania had been giving up-qualified attention to education development even before the Lagos Summit and the Monrovia Conference. The resolutions of the two conference had, however, given further impetus to efforts in this field. A Universal Primary Education (UPE) policy was adopted in 1974, with 1977 as a target date. Though this had not been achieved, some successes could be recorded in certain areas. Secondary school education had, in the past, been concerned with producing skilled manpower and hence it had always been employment oriented. Recruitment had also normally been guided by the manpower plan. An important aspect of the secondary school education programme was the reorientation of secondary schools towards agriculture, technical, commerce, home economics, and military education. The objective was to make education as complete as possible, to enable recipients to have a productive life. Adult education programmes started in the 1960s and had been concerned with imparting literacy skills, continuous education, and functional skills. By 1983, 80 per cent literacy had been achieved. As for post-secondary education and training, the concern had been to produce sufficient skilled manpower to man the entire spectrum of the economy. The present thrust was towards science and technical based disciplines such as engineering, minerology, accountancy, etc.

121. The delegate noted that a number of problems arose from the implementation of the UPE programme. The abrupt rise in primary school enrolment which took place at a time of economic recession overburdened capacities in personnel, buildings, texts and equipments, reflected in the quality of education and performance. The Tanzania Government recognized these problems, and in 1981, a Presidential Commission was formed to review the entire education system, and advise the Government on the necessary reforms to be undertaken. The report of the Commission was currently being studies by the Government.

122. Regarding institutional arrangements for the control and co-ordination of manpower programmes and training, the Ministry of Labour and Manpower Development played this role by: (i) establishing manpower development framework; (ii) identifying manpower requirements; (iii) administering and monitoring manpower; and (iv) placement of trained manpower to relevant jobs. In order to function effectively, a number of advisory committees had been formed to assist the Ministry. Some of these administrative committees included: (a) The National High Level Manpower Allocation Committee; (b) The National Management Development Advisory Control Council; (c) The National Technical Training and Co-ordinating Council.

123. The Tanzania delegate pointed out the need to recognize the performance was conditioned by work environment which is dynamic and always changing and that the basic training one received was just preparatory. For effective performance, skills and knowledge needed to be up-graded and up-dated to enable one to cope up with increasing job demands, complexities, and responsibilities. Accordingly, and in accordance with Article 97 (ii) and 10 (b-c) of the Monrovia Resolution, Tanzania had, over time, evolved various programmes for development management and skills maintenance, such as top executive programmes, middle cadre training programmes, upgrading programmes, training for rural development, district and regional commissioners training and specialized workshops and seminars.

124. Earlier, human resources planning in Tanzania was directed at planning for the formal sector and resources utilization programmes were aimed towards this group. It was now realized that this was a narrow, if not false, perception of human resources utilization. Tanzania had a population of about 20 million of whom the potential labour force was about 8.5 m. or 44 per cent of the total population; wage employment constituted around 0.65 m. or 3% of total population. Clearly, then, a greater potential for development lay with the informal sector. Having recognized this reality in 1983, the Government promulgated a Human Resources Deployment Act, the objective of which was to ensure that every able bodied person was engaged in productive employment. To implement this policy, a National Resources Deployment Scheme had been established by the Act to perform the following functions:

(i) formulation of organized employment-generating projects;

(ii) making arrangements which will ensure that the undertakings in these projects occupy the residents all the year round;

(iii) giving guidance and assistance to the agricultural and other sectors on the proper combination of hard work and skills;

(iv) making arrangements which will cater for allocation and use of skilled and high level manpower and to secure the enforcement of their terms of employment in the interest of the nation.

125. Finally, the delegate stressed that Tanzania attached great importance to co-operation among sister nations in the field of manpower development. Tanzania was a member of several organizations, including CAFRAD, PAID and AAPAM. In the training field, she is a member State of ESAMI, which undertakes training and consultancy functions for the countries in the Eastern and Southern Africa regions. Tanzania also co-owned with Mozambique, the Institute of Diplomacy, situated in Dar-es-Salaam, and had student exchange programmes with several sister countries including Zambia, Burundi, Nigeria, Zimbabwe, Sudan, Swaziland, Kenya and others. Besides, Tanzania has been willing to sponsor and/or release her people to work in sister nations whenever the need arose.

126. In the discussions the question arose of the approach to manpower planning and utilization. The Tanzanian delegate explained that supply considerations were given preference and subsequently related to demand for manpower. On the issue of unemployment among school-leavers, it was explained that from 1965 secondary education was planned guided by availability of public sector jobs. This determined recruitment into secondary schools. With the re-establishment of private secondary schools, some students are outside the national human resources plan, resulting in an emerging unemployed school-leavers problem.

T O G O

127. The delegate of Togo outlined developments in human resources planning and utilization since the First Conference. The most notable was the improvement of the government personnel management system to ensure constant availability of reliable statistics on government employees. These statistics were to cover all the data needed for sound human resource planning: age, sex, seniority, university qualifications, professional qualifications, duties and so forth. Also, there was a plan to conduct a census of all vacancies for analysis and for a better understanding of the changes taking place in the job market.

128. To put these measures into immediate effect a new office was created within the Ministry of Labour by decree of the Council of Ministers. It is known as the Office of Computerized Personnel and Labour Management. In spite of the difficult situation through which developing countries are at present passing, special funds were made available to the new office to allow it to go about its approved tasks without delay. On the technical level, the Office of Computerized Personnel and Labour Management was for the moment, using the facilities of the National Centre for Research and Data Processing (CENETI), pending the acquisition of its own facilities and the training of its own staff.

129. Creating a data file on those employed in the civil service took two years (July 1981 to July 1983). Regularly updated, this file could be used to produce statistical tables and official notifications of appointments, promotions and retirements. The collection of data for the files on employees in the prefectures, para-public and para-statal organizations would begin next December. It would be followed by the collection of data to be used for establishing a file on people seeking work and on vacancies advertised.

130. The delegate noted that other States would undoubtedly have created very satisfactory human resource planning mechanisms. Togo would be happy to get in contact with these countries in order to pool experiences. The same applied to any international organizations or agencies that were prepared to assist in bringing its schemes to fruition.

131. In the discussion following the presentation of the report the question was raised as to whether the creation of the new department responsible for computerization of personnel data would enable the responsible authorities to know everything going on in the administration. To this the delegate of Togo replied that there were other institutions that dealt with human resources planning such as the Ministry of Planning. The new department was merely responsible for the data bank which would facilitate personnel management and make available information on vacancies, etc. for analysis and use by other departments and ministries.

132. Another issue of concern expressed by delegates was use of computerized personnel data to counter payroll padding. As tampering with such computerized data was not an uncommon practice computerization should be combined with manual recording. The delegate of Togo explained the different stages in the development of the data system and successes in dealing with payroll padding. He recognized, however, that the system could not be poolproof.

L I B E R I A

133. The delegate of Liberia, in presenting his country's report, noted that since the convening of the First ECA Conference of Ministers, the Government of Liberia had pursued, under its Second Four-Year National Development Plan (1981-85), a number of measures and strategies aimed at enhancing the quality of human resources planning, development and utilization. Like most developing countries, Liberia had adopted development planning as an important tool for allocating its limited resources into priority areas such as commerce, industry, agriculture, health, transport and communications. The Liberian Government recognized the crucial and pivotal role of human resources in achieving national development objectives. Planning for human resources development and utilization, likewise, involved the allocation of resources between various human needs and provision of the means of ensuring that the quality of life could be improved over time. As a consequence, Government had allocated a significant portion of the national budget to education and training.

134. The Government's major objectives for manpower development and employment were as follows:

(a) to achieve self-sufficiency in manpower resources by placing a large number of qualified Liberians in high level jobs currently being occupied by expatriates; and

(b) to minimize unemployment and underemployment in Liberia.

In this regard the Government had begun to pursue the following strategies:

(a) promoting industrial opportunities with preference given to Liberian nationals and to industries using local material;

(b) organizing training programmes (on-the-job) for managerial, professional and technical positions as a condition for promotion to higher levels of responsibility in public and private sector employment;

(d) strengthening technical and vocational training through the activities of the National Council for Vocational Training and Technical Education (NCVTTE);

(e) evolving a long-term programme addressing itself to solving the technical and management problems of small cash crop farmers and small-scale industrial entrepreneurs.

135. Many of the strategies indicated above required the support of programmes of research and manpower planning for various sectors of the economy. To make the required adjustments in the manpower development programme, adequate research and a statistical data base were basic requirements. Unfortunately, recent attempts to produce the required statistical data base for manpower and employment policy formulation had not been successful.

136. The delegate pointed out that the Government had continued planning for an integrated system for manpower development and employment promotion. Planning involved the Ministries of Planning and Economic Affairs, Education, Labour and the Civil Service Agency, as well as agencies responsible for public sector training, vocational and technical education and training.

137. On education and development, the delegate informed the meeting that since 1981, the Liberian education system had been the focus of attention in an attempt to strengthen its planning capabilities, to delineate major problems, and to develop new strategies for dealing with them. Notable among the achievements had been:

(a) The Education and Training Sector Assessment completed in 1983 as a combined efforts between USAID and the Government of Liberia;

(b) The establishment of a Division of Information and Data Services in the Ministry of Education under a Fourth World Bank Education Loan;

(c) The 1983 School Identification Survey; and

(d) The 1984 National Conference on Education and Training in Liberia.

138. Three major aspects of an education strategic plan had been derived from these:

(a) A redefinition of the mission and philosophy of education in national development;

(b) The economic context within which educational programmes operate and the need to improve internal and external efficiency while maximizing opportunities for access and equity;

(c) The important structural and programmatic strategies pertaining to the education system.

The options which had been adopted for improving the educational system in terms of its mission and the economic and structural adjustment strategies now constituted the guiding principles for developing an education system which would meet the needs of Liberia in the 21st Century.

139. It was pointed out by the delegate that, to date, four economic assessments of the education system had been undertaken, with three of these undertaken since 1981. The education sector remained under-financed, with no likelihood of real growth in budgetary resources for some time to come. The 1984 National Conference on Education and Training proposed a number of policy objectives related to the economics of providing education and training in Liberia:

(a) Make more and efficient use of existing resources by rationalization of investment in all levels and types of education, and make more effective utilization of subsidy programmes;

(ii) Exploit private sector resources (church related, proprietary, and private enterprises) to aid in the human resources development process.

(iii) The allocation of funds, especially at the primary and secondary levels, should focus on expanding access and improving quality. Choices should be made on several policy issues: class size, promotion policy, use of facilities, change of cycles, teacher certification, and the possibility of the beneficiaries of education bearing a rising proportion of the education costs (e.g. higher education).

(iv) Labour market information should be collected to guide the development of higher education programmes. Higher education programmes must be planned to better meet manpower needs, in order to curb unemployment and underemployment of graduates and promote national development.

(v) Costs and benefits should be carefully considered in the financing of vocational and technical education to ensure that outputs were commensurate with investment.

(vi) New development projects should be designed so that no capital or incremental recurrent costs were required except by reallocations of funds from existing programmes of relatively low priority or effectiveness. Funding for new donor-assisted projects should be programmed to include all capital and recurrent costs for the project's duration, and the project should be designed so that post-project recurrent costs are minimal, justifiable, and affordable.

140. Since 1981, the Ministry of Education devided the country into educational regions. Regional education officers had been appointed and funding provided through the Fourth World Bank Education Loan to build regional centres in three countries which could function as little management centres for the countries within the region. The weakest administrative link was between the district and school levels which were crucial contact points for administrative and instructional supervision.

141. On training and development, the delegate stressed that great emphasis had been placed on training as a vehicle for development in all African States, Liberia being no exception. Among the recommendation proposed for training development were the following:

(1) Human resources development and utilization efforts should be closely linked to national development planning as an effective input into the national development process.

(2) Education and training should be co-ordinated by a central body.

(3) In order to achieve these objectives, it had been recommended that a National Manpower Development Council (NMDC) be established.

(4) The operational arm of the Council should be a Bureau of Human Resources Planning and Development to be established within the appropriate government ministry or agency.

(5) All ministries, agencies and public corporations should be required to establish training units within their organizations.

142. The Liberia Institute of Public Administration was primarily concerned with improving the administrative performance and professional capabilities of Government public services through training of personnel, research in problems of public administration and consultation in public administration with the purpose of developing, for maximum utilization, the potential manpower talent of the country. In order to carry out this mandate both efficiently and effectively, the Institute was organized into three main divisions, namely, the Division of Training, Research and Consultancy and the Library and Information Services.

143. The delegate noted that over the past three years, the Liberian economy had been in a continuous state of financial crisis. The principal causes of this ongoing crisis stemmed from (1) declining revenue due to weak world demand for Liberia's main export; (2) mounting debt service; (3) doubling of the minimum wage for public sector employees in April, 1980 and (4) widening foreign exchange gap. Current economic and financial conditions in Liberia, had brought about the need for a more comprehensive and effective financial management system.

144. He added that in the process of planned development, the development of sound financial management systems was essential if efficient and effective use of scarce resources were to be ensured. In addition, any plan for economic development must be accompanied by a plan for the development and full utilization of available human resources. This required that adequate provisions be made in the development plan for education and training.

145. In its effort to improve the financial management capability in the public sector in particular, the Government of Liberia in collaboration with the U.S. Government, was institutionalizing a national in-country skills-oriented training programme. This project provided, among other things, detailed plans which had been developed for training in public financial management, accounting procedures, programme planning evaluation and management, budgeting systems for developing countries, and data processing. By stressing in-country training the following benefits were envisaged:

(1) To train the largest number possible of public sector employees at the least cost;

(2) To develop and administer training programmes that were directly relevant to the needs of the Liberian Public Services, and

(3) To institutionalize training capability to ensure continuity of training programmes at the local level using local resources.

146. Finally, in view of the acute shortage of middle and high level skilled manpower, Government had intensified its training efforts by providing facilities for nationals both locally and in foreign countries in order to increase the number of trained Liberians who would be required to replace foreign technicians and simultaneously provide the needed skilled manpower. Although there were no available statistics to indicate costs and number of private students undergoing training in foreign countries they were in substantial numbers. The return of these Liberians at the end of their training would, in addition to those trained from government funds form a core of professionals and skilled labour required for sustained economic and social development.

C H A D

147. The representative of Chad said he was sorry not to have been able to take an effective part in the First Conference which was of capital importance to his country. Years of war had left Chad trailing behind, and it had been unable to devote as much attention to socio-economic development as it ought.

148. The Government of the Third Republic, aware of the situation, was truly eager to lift Chad out of the rut of underdevelopment into which it had sunk during nearly 20 years of destructive war. Alone, however, it could not manage such a monumental task of reconstruction: international assistance was vital. His country thus needed to be represented at any international gathering dealing with development problems, and that explained his presence at ECA.

149. Human resources were the key to socio-economic development. People were a valuable resource for use in production, but needed to be processed in the interests of greater efficiency. The only way to process them was through an educational and training system properly matched to their surroundings and culture.

150. Economic development required an enormous quantity of financial, material and human resources which Chad did not have. Before turning to any specific national problems it was important to understand the country's overall situation, which was one of economic and financial decline, disrepair in the school system, decay in the teaching infrastructure, exodus in the expatriate teaching community, dwindling numbers in the foreign professional community and so forth.

151. The country was now in a phase of national reconstruction, and trying to recoup its position by reviving activities in all sectors of the economy, with priority given to human resources. Accordingly, a variety of programmes for assisting the educational sector worth 10,275 billion CFA francs, had been put forward at the International Conference on Assistance to Chad held in Geneva in November 1982.

152. Human resource management in Chad was the shared responsibility of several ministries: (a) the Ministry of Planning and National Reconstruction; (b) the Ministry of National Education, which for the moment was in charge of education and training - in other words, the development of human resources; (c) the Ministry of Labour, Employment and Professional Training, (d) the Ministry of Female Advancement and Social Affairs and (e) the Ministry of Public Administration, whose task it was to recruit and assign State employees to other ministries.

153. Besides these five principal ministries, another three had their own training institutions (agriculture, public works and health). National Planning, which encompassed human resources planning, was dealt with in the Ministry of Planning. It had not been possible to put the most recent four-year plan, covering 1978 to 1981, into effect owing to events in the country.

154. Since that time the Government had not only been running the country without the whole arsenal for development but had to deal with the reconstruction of a country ravaged by war and such natural disasters as drought. Human resource [illegible] in that context.

155. All manner of constraints hampered achievement of stated objectives. Most of these were common to all the institutions involved in human resource management. The main difficulties stemmed from the virtual absence of infrastructure, scant financial resources, a dearth of qualified management and technical staff, a shortage of data and the amorphous nature of existing management structures.

156. In summary, Chad was trying to rise from its ruins but faced a great many difficulties. It faced such contradictory trends as high population growth but stagnant or decreasing economic growth. The result was high unemployment, chronic under-employment and a low level of human resource exploitation. Chad was therefore relying on co-operation from donor organizations, and on ECA assistance in particular, to help it make full use of its human resources.

BURKINA FASO

157. The representative of Burkina Faso said that his country was at a turning point in its human resources policy. In explanation, he presented a statement that concentrated on three points: education and teaching; job promotion and career organization; and other factors affecting productivity and the quality of human resources.

158. In the educational sphere, the crucial problems to be overcome were inequality of access to schools; the irrelevance of current teaching approaches and methods to the nation's circumstances; the high rate of failures in examinations; the lack of solid grounding and advanced training among teaching staff; the lack of infrastructure and equipment; the lack of educational planning; and the lack of direction among the student population, whose members were also having difficulty in finding places at foreign universities. He emphasized the high prime costs of education at different levels of schooling.

159. In an effort to find satisfactory solutions to the problems it faced, the government had decided to pursue political and ideological education of its citizens, the democratization of knowledge, the establishment of a formal link between education and production, the revaluation of the nation's cultural heritage, popular participation in the construction of school buildings; the expansion and decentralization of Ouagadougou University, and the rational utilization of existing infrastructure.

160. In order to ensure smooth operation of services and full implementation of these measures the Government had established new institutional machinery and strengthened existing structures. The institutions concerned were the National Committee on Curriculum Improvement and Follow-up, the National Research Committee on the Standardization and Alternative Use of National Languages, the National Information Committee and provincial information boards on the problems of education, and finally, greater monitoring of private educational establishments.

161. The general position as regards job promotion and career organization was, at the time of the First Conference of Ministers, deplorable in the public, para-public, private, rural and non-structured sectors. Existing legislation was disregarded, citizens were given no facilities for setting up in business, and there was no planning in education, to have a few shortcomings.

162. In professional training and career organization there had been a wide variety of school and extra-mural institutions. National policy had been to allow administrative-type professional training institutions to proliferate although opportunities for scientific or technical education were few. In view of the large number of pre-employment training institutions, opportunities for on-the-job training were severely restricted. Apprenticeship schemes were poorly and unintelligently organized, representing a means for small businessmen to exploit young people. Little heed was paid in conventional education to the official rules laid down by the Ministry of National Education. The lack of coordinated funding was another characteristic of on-the-job-training. The artisan class faced many difficulties and small cottage industries and manufacturing enterprises found survival difficult owing to the poor operation of existing institutional machinery.

163. Since 4 August 1983 and the coming of the People's Democratic Revolution there had evolved strong political will to plan and make efficient use of human resources. The entire country was to be turned into one vast workshop in which all healthy Burkinabé of working age would be required to play their part. Accordingly, a national people's service to channel the nation's energies, chiefly those of its young people, had been set up to guarantee both the permanent security of the population and economic and social development. A people's development programme, to mobilize all socio-economic strata, all intermediary bodies and all State services in national construction had been drawn up. The latter programme stressed human investments.

164. There were plans to offer new job prospects, advanced education and refresher courses, and technological development. In order to appreciate the full extent of job promotion problems in all socio-economic sectors the Government intended to establish new structures and strengthen those that existed already such as the National Population Council, the Permanent National Committee for Human Resources Planning, the National Commission for Personnel Placement, the National Commission for Orientation and Scholarship Awards and the National Committee for Migration Problems. For the purpose of facilitating the introduction and consistent application of a coherent technology development policy, the creation and buttressing of existing institutions was vital.

165. Several matters arose from the presentation, particularly on reforms in the educational system. On the impact of the drastic reduction in school fees, the delegate of Burkina Faso noted that, in the first place, because most private schools were primarily interested in profit maximization and tended to increase fees arbitrarily, government decided to apply controls on fees for primary and secondary education. This went hand in hand with a policy to establish a country-wide educational system. Subsidization of some schools was necessary in order to maintain the level and standard of education and to ensure that free education remained a basic right for every one.

166. On training, the delegate pointed out that considerable difficulties were being experienced and that there were noticeable shortages in skilled manpower in technical and allied fields. By and large technical education was in the hands of private organizations. But government had recently established vocational training institutions and planned to increase their numbers, using funds derived from training levies.

167. On the issue of what was being done to assist public servants who had been dismissed for mismanagement, corruption and a range of other reasons and now constituted an unemployment problem, the Burkina Faso delegate stated that the government had been aware that this problem would arise. But, it had chosen the lesser of two evils. It was planned to introduce schemes to encourage those affected to go into farming and other productive activities and to be reeducted so that they could contribute to development efforts.

168. The language policy adopted by the government was a subject of interest. The delegate elaborated on the policy of using one national language in each of the three major regions as a means of easing communications problems. Replying to a question on how his country utilized the remote sensing training centre in Ouagadougou, the capital, the delegate noted that the potential benefits had not been fully exploited. However, students interested in the sciences participated in the Centre's training programmes.

C A M E R O O N

199. The representative of Cameroon said that, in line with the Lagos Plan of Action and the resolutions of the Monrovia Conference, human resources planning was important and had even become a basic requirement in his country's development planning process.

170. With respect to manpower and employment planning the major policy guidelines focused on controlling unemployment and underemployment through:

(a) The improvement of productivity in the rural areas: Agriculture still accounted for three quarters of total employment in Cameroon. It was therefore necessary to improve incomes in the rural sector through a policy of judicious and remunerative prices to producers. During the last two years cash crop prices had increased 35 per cent compared to 1981 prices. Moreover the policy of promoting employment in the rural areas which emphasized improving labour productivity, especially in the food sector, was the basis for his country's objectives of food self-sufficiency and the development and diversification of primary sector exports. In order to ensure that young people do not move out of rural areas various activities had been initiated including training and use of modern farming techniques. The Office national de participation au developpement (ONPD) - National Department for Participation in Development - was specifically responsible for that task. In 1983, 1054 young people had been settled in rural areas with the appropriate technical, logistic and financial support.

(b) The creation of paid employment: One of the major activities currently under implementation was the establishment of a Master Plan on Industrialization which would permit the utilization of raw materials and local qualified manpower. With respect to human resources, the main aim of the Plan was to eliminate unemployment among school leavers, to train skilled workers, rapidly Cameroonize jobs and to effectively assimilate technologies. Right now, Cameroonization of jobs was completed at the level of non-skilled and skilled workers, almost completed (97 per cent) for foremen's jobs; and was improving steadily at the level of cadres posts.

(c) The promotion of small and medium-sized enterprises: In order to equip young people with enough skills to break into the job market the State was taking action to encourage young businessmen by providing them with financial facilities and technical support. There were two national structures responsible for that policy: the Fonds de Garantie pour les petites et moyennes entreprises (FOGAPE) and the Centre d'Assistance aux Petites et Moyennes Entreprises (CAPME).

172. In education and vocational training, the main policies initiated concerned:

(a) Strengthening the educational system in terms of quantity and quality. The average rate of scolarization at primary school level in 1984 was about 72 per cent. With respect to secondary education efforts had been stepped up since the introduction of the Fifth Development Plan (1981) to carry out reforms that would encourage technical education. With respect to higher education, the recent meeting of the National Council had recommended that higher education - which took place primarily at the university of Yaounde, the University Centre of Douala, the University Centre of Dschang and the University Centre of Ngaoundere should become vocation oriented;

(b) Vocational training: it included all the aspects of education that were not covered by conventional education. It included rapid vocational training centres under the Ministry of Labour and Social Welfare as well as inter-business centres, learning centres, handicrafts and rural centres (SAR) and home economics centres (SM);

(c) Training for public administration requirements. National schools trained all categories of civil servants the major schools were:

- Ecole nationale d'administration et de magistrature;
  (National School of Administration and Magistrature);
- Ecole nationale supérieure des travaux publics,
  (National Higher School of Public Works);
- Ecole nationale supérieure des postes et telecommunications;
  (Higher School of Posts and Telecommunications);
- Centre universitaire des sciences de la santé
  (School of Health Sciences);
- Institut de statistique, de planification et d'économie appliquée
  (Institute of Statistics, Planning and Applied Economics);
- Ecole nationale supérieure d'agriculture
  (Higher School of Agriculture);
- Institut des relations internationales du Cameroun
  (Cameroonian Institute of International Relations);
- Ecole supérieure des sciences et techniques de l'information
  (Higher School of Information Sciences and Techniques);
- Institut des techniques agricoles
  (Institute of Agricultural Techniques).

Most of those institutions admitted foreign students. Various schools had also been set up to train middle level manpower in areas such as nursing, wildlife, zootechnical and veterinary medicine. Cameroon also hosted regional training institutions such as the Institut de formation et de recherche demographique (IFORD), the Institut panafricain pour le developpement (IPD), and the Centre regional africain d'administration du Travail (CRADAT).

173. Among the governmental structures responsible for human resources management and promotion mention could be made of (a) the ministries: the Ministry of Planning and Land Management, the Ministry of Education, the Ministry of Higher Education and Scientific Research, the Ministry of Labour and Social Welfare, the Ministry of Agriculture, the Ministry of Animal Husbandry and Livestock Industries, the Civil Service, the Ministry of Social Affairs and the Ministry of Women's Affairs; (b) Interministerial departments: the National Labour Council, the Public Service Commission, the Joint Committee on Wages and Labour Agreements, the National Commission on Cameroonization, the National Committee on the Development of Technology, the National Commission on the Development of Technical Education and the National Council for Higher Education and Scientific Research; (c) Organizations: the National Department for Participation in Development, Employers' and Workers' Trade Unions (Syndustrican, GICAM, UNTC).

174. In conclusion, since the adoption of the Monrovia resolutions, Cameroon had always made efforts to promote the development and utilization of human resources. Under its system of education and vocational training, priority was accorded to developing appropriate manpower skills for the job market. In the rural sector, the policy of improving labour productivity should make it possible to slow down the rural exodus. In the salaried sector, the Master Plan on Industrialization would permit a greater absorption of skilled manpower while the encouragement of small and medium-sized enterprises would promote a new breed of Cameroonian businessmen.

175. The meeting decided that any discussions on the reports of Ethiopia, Chad, Burkina Faso and Cameroon would take place in the committees or in subsequent plenary sessions.

IX. Progress report by the ECA secretariat

176. Introducing documents E/ECA/HRP/TC/84/1 and E/ECA/HRP/TC/84/1/Add.1, the representative of the secretariat reminded delegates that ECA existed for the purpose of providing services to member States. He proceeded to list the areas in which the secretariat organizes its training, research, information dissemination, advisory services, and institution-building activities. These included manpower planning, education for development, training and career planning, labour and employment, public financial management, training institutions, fellowships, public administration and management. He noted that the trust of ECA's activities in all these areas was in line with the decisions and recommendations of the meeting of the First Conference of Ministers responsible for Human Resources Planning, Development and Utilization.

X. Committee work

177. The meeting divided into two committees for in-depth discussions on specific aspects of human resources planning, development and utilization. The following major conclusions and recommendations were endorsed the meeting.

POLICIES AND INSTITUTIONAL MACHINERIES

A. Policies

178. The meeting, recognizing the centrality of human resources in the national socio-economic development process, encouraged member States to adopt comprehensive policies in the field of human resources as part and parcel of overall national development strategies.

179. Member States should ensure that the main thrust of such policies was on maximizing the utilization of existing human resources in order to accelerate the process of self-reliant development.

180. Member States were encouraged to review policies in the field of human resources from time to time so that they could be adapted to the changing needs of the economy.

181. Member States were encouraged to undertake regular surveys of human resources in order to facilitate the formulation of plans for the effective utilization of such resources.

182. Member States must appreciate that an effective policy on human resources rests on three main pillars, namely, planning, development and utilization.

Objectives

183. (a) To meet the present and future demands of the economy with trained and skilled personnel; and to provide a skill base which is fundamental to national development;

(b) To enhance productivity and efficiency in all sectors of the economy, including the informal sector;

(c) To constantly up-grade skills in order that the work force can respond with flexibility and adaptability to changes in technological and economic development;

(d) To ensure that local skills and experiences are developed in order to replace expatriate workers;

(e) To adopt and apply appropriate working conditions of service and incentive systems in order to realize the full potential of skilled manpower;

(f) To reform educational systems so that they respond more effectively to changing needs of the economy and labour market.

Utilization

184. For the effective utilization of existing human resources, it was important that:

(a) Member States effectively mobilise existing human resources for national development;

(b) Member States have realistic recruitment policies which ensure the effective allocation and matching of skills with job demands;

(c) Member States ensure that all potential employees have easy access to existing labour market information systems;

(d) Member States devise and apply appropriate working conditions of service including incentive schemes to attract and retain professional and skilled manpower;

(e) Those member States facing the problem of the 'brain drain' are encouraged to devise measures that are conducive and attractive for the return of nationals living and working abroad and, thereby, improving the stock of available manpower;

(f) States are encouraged to avoid frequent and inappropriate movement of personnel in the public service, especially at senior levels, in order to ensure continuity of policy formulation and implementation.

B. Institutional Machinery

185. Member States are encouraged to set up appropriate machineries to facilitate the formulation, co-ordination, implementation and evaluation of policies and practices. Such machineries should include the following:

(a) A central agency responsible for the over-all planning, policy-formulation and co-ordination of human resources development and utilization. Such an agency should be centrally placed in order to be effective;

(b) Sub-organs at various levels dealing with specialized functions of human resources development and utilization which are effectively co-ordinated by the central agency to avoid duplication and wastage;

(c) A central labour market information systems;

(d) A centralized manpower data bank to facilitate access to manpower information.

186. Human resources machineries should be staffed with properly qualified personnel and adequate financial resources made available to facilitate effective implementation of policy.

187. The ECA and OAU should encourage the participation of experts from member States in the building and consolidation of human resources machineries of the other sister States.

Strategies for Integration and Coherence in Human Resources Programmes

188. The meeting noted that performance in the field of planning, development and utilization of human resources had been particularly poor in the last decade. It was also noted that unemployment and underemployment affected a vast majority of the population and that poverty affected large numbers in both urban and rural areas. Such basic needs as education, health, water and sanitation, housing, food and nutrition were not always adequate and so threatened the development of quality human resources. This being the case, it was necessary that the delivery of these basic needs indicators should be kept under continuous surveillance.

189. One can think in terms of input indicators, output indicators and ultimate objective indicators. For example, an input indicator in the field of health may be hospital beds per population; an output indicator in the field of health may or more generally health. Similarly in the field of education, an input indicator may be teacher/pupil ratio, and an output indicator the rate of literacy. The ultimate objective indicator for both would be human welfare.

190. The following tables present an illustrative list of indicators and strategies on each indicator that can serve as focal areas for continuous surveillance and intervention for quality human resources.

Major Indicators		Input Indicators
1.	Population	a) Density
		b) Rate of growth
		c) Rate of urbanization
		d) Population distribution (i.e., rural/urban ratios
		e) Structure of population
2.	Food and nutrition	a) Per capita calories and nutrient supply
		b) Relationship between consumption of food (in terms of nutrients/ calories) and the estimated nutritional requirements for vulnerable groups (e.g. mother and children)
3.	Education (Knowledge skills and attitudes)	a) Enrolment ratios
		b) Teacher/pupil ratio
		c) Content balance
		d) Instructional materials/ teacher/pupil ratios

	Output Indicators	Strategies
a)	Adequacy or inadequacy in providing for human resource quality enhancement services	a) Each country should determine its population strategy in accordance with its socio-economic performance and potentialities b) Long-term forecasting
	Mental, physical and emotional balance	a) To ensure the production distribution and consumption of nutricious foods b) To maintain improve and protect the status of health and nutrition of the population with pertinent/or reference to vulnerable groups
a)	Literacy and numeracy ratios	a) Accessibility to basic education for all
b)	Knowledge and skill formation	b) The availability of a syster for selection and guidance into the next educational level
c)	Cultural traditional values and practices presentation or enhancement	c) The availability of a variety of options in relations to identified aptitudes d) Curriculum balance to meet identified occupational activities. e) Waste minimization f) Variety of teaching/learning methods and techniques in relation to curriculum development with specific tasks to levels

Major indicators	Input indicators
Education	
) Health	c) Hospital beds
5) Water	a) Accessibility to safe drinking water b) Availability of water for agricultural and industrial production
6) Housing	a) Availability of [illegible] in accordance with [illegible] standards c) Usage of local materials and appropriate technology

Output objectives	Strategies
	...d training with emphasis on implementation of training.
	... Strengthening ... social ... coaching and learning.
... Mortality rate	... Emphasis on preventive rather ... curative medicines
... Morbidity rate i.e. ...disease prevalence and incidence	... Emphasis on ... group of ...
	... Minimize costs to order ... guarantee accessibility to ... medical treatment
	... Health information and education systems
	... Primary health care services
... Stimulation of ... infra... ... facility ... ... Teach ...	... Identification and ... ... of ... ...
	...
	...
... Health ... Elimination of ... ... Human dignity enhanced ... Public morale re-inforced ... Improve social standards	...
	... Site and ... with ... local materials
	d) Low cost housing programs e) Pilot distribution and equity f) Rent purchasing scheme

Major Indicators	Input Indicators	Output Indicators	Strategies
7) Industrialization	a) Capabilities in support of policy making and planning b) Enterpreneurial capabilities c) Managerial capabilities d) Engineering, technological and scientific capabilities e) Technicians and skilled workers f) Repair and maintenance capabilities g) Mobilization and optimization of financial resources h) Invironmental pollution and toxic agents erission control measures and standards	a) Capacity utilization b) Quality product c) Employment generation d) Knowledge and Technology formation e) Meeting local consumption demands f) Production of export commodities g) Standards for cleaner non-toxic agent emissions	a) Emphasis on production for mass consumption b) Emphasis on satisfaction of basic needs c) Encouragement of the use of Local technology d) Rational exploitation of natural resources e) Emphasis on the development and processing of new materials f) Toxic emission and environmental pollution control measures
8) Environment & Human Settlements	a) Afforestation b) Soil conservation c) Water resources conservation d) Energy conservation e) New and renewable energy management f) Urban renewal programmes g) Pollution control h) Wild life conservation	a) Sustainable forests, water, energy, goods and services and employment generation b) Improved climatic conditions, a healthy climate and quality of life c) Satisfactory human settlements and standard of living d) Preservation of genetic resources	a) Afforestation and soil conservation programmes b) Urban-rural renewable projects and programmes c) Sanitation/environmental health d) Environmental training programmes for conservation e) Environmental standards for pollution control

Major Indicators	Input Indicators	Output Indicators	Strategies
9) Communication	a) Road/rail/harbour infrastructure b) Air services infrastructure c) Telex/telephone infrastructure d) Pathsound walk ways in urban and rural areas e) Road safety measures f) Common language	a) Facilitate individual and social interraction b) Better distribution of goods and services	a) Development of common languages
10) Work, Income Generation and Employment	a) Human resource deployment acts b) Improved technology, processes work content, knowledge, skills, and work structures c) Human resource management capabilities job descriptions and supervisory capabilities d) Incentive systems, income distribution and labour productivity policies e) National Industrial Classification of all economic activities f) National Directory of Occupational Titles	a) Income, enhanced purchasing power and reduction of poverty b) New/improved technology, new knowledge, new attitudes new jobs/income generation activities c) Status enhancement, self-expension and self-definition and fulfilment, subsequently self assurance and dignity enhanced d) High dependency ratio	a) Human resource deployment acts b) Job analysis and restructuring c) Balance between muscle intensive and knowledge intensive jobs d) Equity of income generation opportunities between rural(marginal and economically depressed areas) and urban areas e) Fiscal policies and incentive systems to stimulate productivity and investments f) Planned job-creation/ income generation opportunity development

191. Since most of the foregoing indicators particularly health, education, may be purchased out of income, income is often taken as an indicator of welfare. Income is derived from work (employment) and hence the importance of that indicator. Thus, income distribution with its corrolary, poverty, may be specified as additional ultimate objective indicators.

192. Employment should be seen as a basic right in itself, since it affects physical as well as mental and emotional well-being of a human being. As a vast majority of the African population are found in the agricultural sector, agriculture should be given greater priority with emphasis on nutrition and food production so as to reduce malnutrition and income differentials between rural and urban areas which contribute to rural-urban migration and subsequent unemployment.

193. In the final analysis priority should be the development of manpower to plan, develop and deliver the appropriate programme outputs in the above-mentioned human resource development quality enhancement programmes.

Overall strategy

194. As regards the above inputs, outputs, and strategies (para. 186) the following general points may be noted:

(1) The foregoing indicators constitute strategic elements to which global policy guidelines should be addressed. In turn, the global measures on each will have to be related to specific policies by each agency working in that field.

(2) Distribution of factors that enhance human resources development between urban and rural areas is very uneven. Consequently, a balance should be struck.

(3) There are inextricable linkages among all these factors. For example, education has an impact on health and nutrition has an impact on both health and education. Consequently, advantage should be taken of these complementaries and an appropriate strategy developed to enforce complementarity and coherence.

(4) The Community should be involved in the planning, production, delivery and consumption of goods and services.

(5) The overall national machinery for human resources management should establish linkages with other government agencies responsible for delivery of programmes dealing with each of these indicators.

195. For effective implementation of the above programme areas as implied in the indicators, priority should be given to the training and development of staff to plan, design the strategies, develop and deliver the related output indicators.

XI. Consideration of the ECA Programme of Work and Priorities

196. A representative of the secretariat introduced document E/ECA/HRP/TC/84/12, "Programme of Work and Priorities for 1984-1985 in the Fields of Education, Training, Labour, Management and Employment". Since the work programme had been adopted by the Commission's legislative bodies, he pointed out that the document was being presented primarily for information purposes.

197. The representative of UNESCO requested that planning for future activities should take into account the recommendation of the First Conference that there be greater coordination of activities at the country level and among UN Agencies and other organizations with programmes in the human resources field to avoid duplicating efforts and waste of limited resources. This was particularly important in the implementation of the ECA Programme of Work, 1984-1985. In reply, the secretariat noted that already efforts to promote greater coordination and cooperation were under way and that, for this purpose, a committee had been set up under the chairmanship of the OAU. It was hoped that its report would spell out concrete modalities and mechanisms for meaningful cooperation and coordination.

XII. Date and Venue of Next Meeting

198. The secretariat provided information to the meeting on what, from the point of view of ECA, was expected from any member States that offered to host the next meeting. First, facilities would include conference hall and committee meeting rooms, offices and equipment for use by the secretariat, airport reception, transportation, support staff, etc.

199. Second, the host country would have to shoulder certain financial obligations. The General Assembly of the United Nations had decided that a member State hosting a meeting would have to meet expenses arising from the fact that the meeting was not being held in the headquarters of the UN organization concerned. That is, the cost difference between holding the meeting in headquarters and holding it away from headquarters. This would mainly involve air fares and daily subsistence allowances of the UN Secretariat staff for servicing the meeting ranging from 12 to 17. All local costs, such as overtime payments, would also be borne by the host country.

200. The secretariat requested that this information be taken into account before a commitment was made to host the Third Conference of Ministers Responsible for Human Resources Planning, Development and Utilization.

201. The Technical Committee noted that, in the context of the economic crises confronting the continent, the costs to be borne by any member States desiring to host the next meeting was rather high. If ECA could not find ways of reducing these costs it was likely that all future meetings would be held in ECA headquarters. The meeting decided that the date and venue of the next meeting should be left for the Conference of Ministers to determine.

XIII. Any Other Business

202. The delegate of Rwanda raised the issue of the Subregional Graduate School of Business Management for Central Africa, an issue which he had wanted to raise in the discussion on the document "Progress Report by the ECA Secretariat" (E/ECA/HRP/TC/84/1) rather than under this agenda item. Essentially, he requested an explanation as to why there had been no follow up on his Government's offer to host the meeting of experts which was to prepare recommendations on modalities for establishing the Central African Graduate School. The ECA secretariat explained some of the problems that had arisen which had made it difficult to hold the meeting. He expressed appreciation for all the preparatory work already undertaken by the Government of Rwanda.

203. The delegate of Tanzania raised the question of why few member States had prepared country progress reports, as requested by the ECA secretariat. Furthermore, not enough time had been allocated for consideration of those that had been submitted to the meeting. In reply, the secretariat noted that the decision to postpone presentation of some of the country reports for the meeting of the Ministers had been taken by the Technical Preparatory meeting itself, in the interest of avoiding duplication. The question of time would be taken into consideration in planning future meetings.

XIV. Adoption of the Report

204. The Technical Preparatory Committee of Officials considered the draft report of its deliberations and adopted it, as amended.

XV. Closing of the Meeting

205. At the closing of the meeting the Chairman thanked all participants for the serious manner in which they had approached their task and for the high technical level of the discussions. He hoped that such high standards would be maintained in future meetings. The Chairman also thanked other members of his bureau for the support given him in conducting of the meeting so smoothly. Finally, he expressed sincerest appreciation to the ECA secretariat, the support staff, interpreters and translators for the excellent way in which they had organized and serviced the meeting. He then closed the meeting.